



PHOEBUS MASTER PLAN:

Hampton, Virginia URBAN DESIGN ASSOCIATES



ADOPTED BY CITY COUNCIL ON AUGUST 15, 2007  
AMENDED BY CITY COUNCIL ON MARCH 13, 2013





# Phoebus Master Plan

**PREPARED FOR**  
City of Hampton, Virginia

**FUNDED BY**  
City of Hampton, Virginia

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A special thanks to the residents of the Phoebus neighborhood who gave their time, input, and energy to this effort.

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# Executive Summary

PHOEBUS IS A DISTINCT and unique community within the City of Hampton, adjacent to Hampton University and Fort Monroe. In 2006 and 2007, the City prepared a Master Plan for Phoebus to guide and coordinate future growth and investment.

The Plan was prepared in an open public process that involved residents, business owners, institutions, City leaders, and City staff as active participants in discussions and design exploration. The process explored the market potential for future growth in Phoebus and developed a series of initiatives based on market potential to be implemented over time.

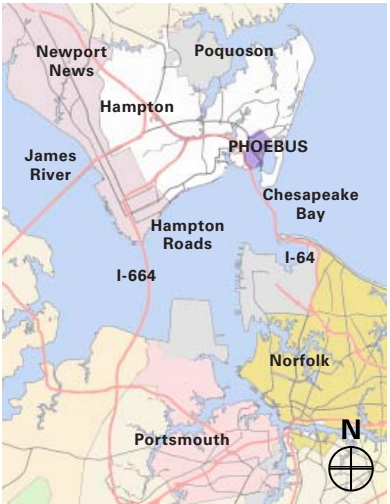
In September of 2011, Fort Monroe officially closed as an active Department of Defense installation and the transition began in earnest to transform this historic and strategic location to its new life. In November 2011, President Obama designated significant portions of Fort Monroe as a National Monument to be managed by the National Park Service. These events, coupled with significant changes in the local, regional and national economic conditions, warrant a fresh look at the Phoebus Master Plan adopted in 2007.

The purpose of this review and update is to recognize these new conditions that represent both challenges and opportunities. The most fundamental new opportunity is that of positioning Phoebus to layer its own intrinsic assets and vision with those of a “gateway community” to the new National Monument. The relationship with the “new” Fort Monroe will allow Phoebus to both compliment and leverage these emerging assets for its own future success.

The process of reviewing and updating the 2007 Phoebus Master Plan began in the spring of 2012 and was completed in early 2013.



PORTRAIT OF EXISTING CONDITIONS The Phoebus Master Plan study area is outlined in red



A SNAPSHOT OF THE REGION  
The Phoebus neighborhood sits at the gateway to Hampton Roads

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This edition of the Phoebus Master Plan represents the culmination of efforts to retain the vision, principles and frameworks from 2007 which remain valid while also offering updates and additional concepts and ideas that position Phoebus for future success given the new environment in which it finds itself.

HISTORY, CULTURE, AND URBAN FORM

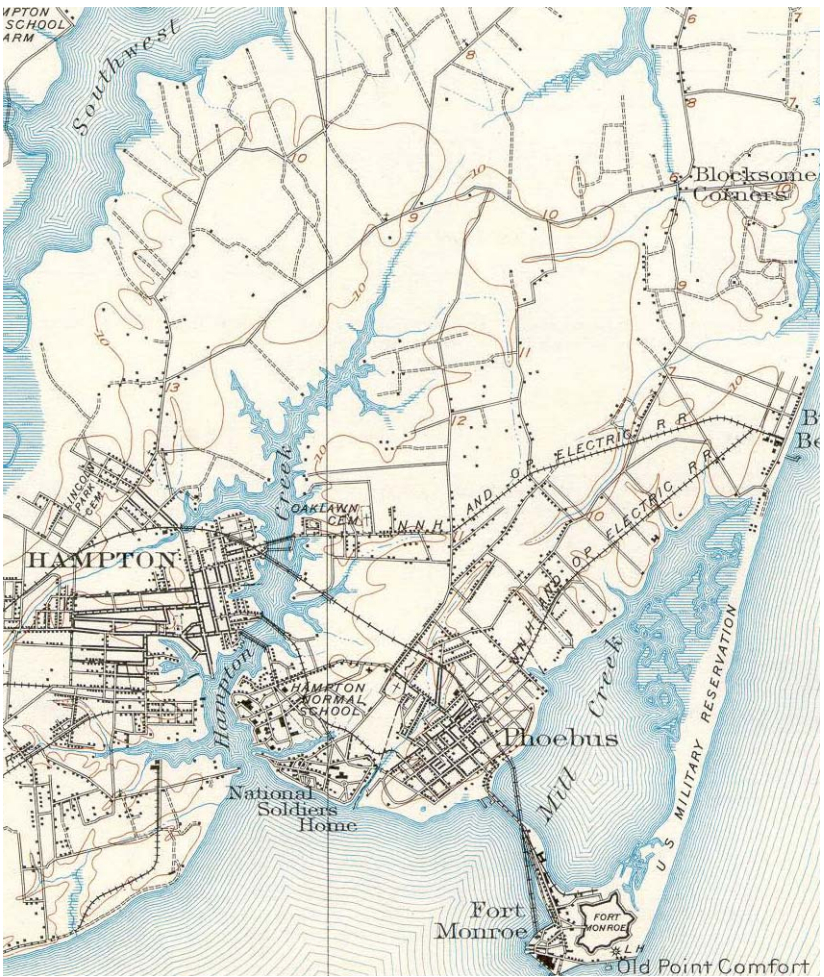
Phoebus has an interesting and varied history closely tied to neighboring Fort Monroe. Present day Phoebus began to take shape after the Civil War. From the beginning of the war Fort Monroe was in Union hands. Camp Hamilton was established where Phoebus is today to house an army of troops as well as a growing population of freed men, the result of a decision by Major General Benjamin F. Butler to declare slaves who escaped to Union lines as contraband, thereby preventing their return to slavery. In 1865, the Union camp was disbanded, and in 1871 streets and building sites were established. Fueled by its neighboring institutions, Fort Monroe, the Hampton Normal and Agricultural Institute, founded in 1868, and a home for disabled veterans (later the Veteran's Administration Hospital) founded in 1870, the newly established town grew quickly and adopted the name Chesapeake City. The Chesapeake and Ohio rail line was extended to the town in 1882, ensuring its future success. The name Phoebus was given to the rail station and post office in honor of Harrison Phoebus, the owner of the Hygeia Hotel, an important anchor for the growing resort community and a prominent figure in bringing the C&O rail to town. In 1900 the town incorporated and took the name Phoebus, symbolized as a rising sun over water.

Through the World Wars, Phoebus became a military town, providing a base for entertainment for the many troops at Fort Monroe. The town became known for its exciting and scandalous nightlife. After World War II, the mission of Fort Monroe changed, as did Phoebus. Without the same population of troops passing through town, Phoebus quieted down. At the same time, automobile-oriented, suburban development drew residents away from Phoebus's historic residential neighborhoods and the commercial main street Mellen Street.

In 1952 Phoebus joined Elizabeth City County in consolidating with the City of Hampton. Despite no longer being an independent town, Phoebus retains a distinct identity and historic character that makes it a unique and valued part of Hampton.

DEVELOPMENT POTENTIAL

The potential for residential and commercial development was reevaluated by the UDA team. Phoebus has the market potential to attract 500 new residential units over the next five years. Approximately 2/3 of these units would be homeownership units and the rest would be rental units. The commercial draw for Phoebus could be largely driven by the establishment of an arts and cultural district. This would focus tenanting and development on specialty stores and restaurants, specifically along Mellen Street, building on its inherent character and established businesses. The anticipated market for new commercial uses in the neighborhood is between 44,000 and 55,000 square feet.



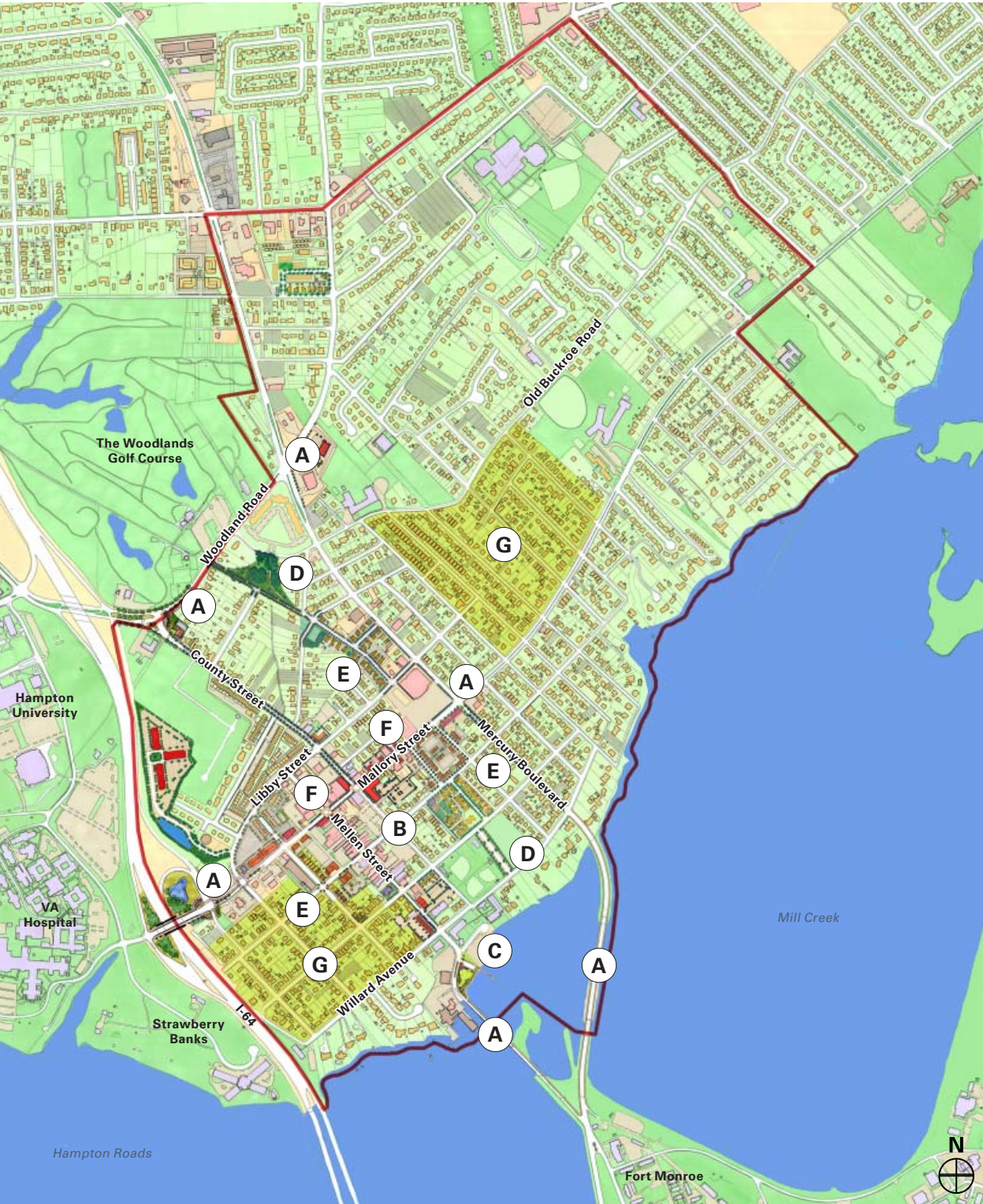
PHOEBUS IN ITS EARLY DAYS Phoebus was an independent town and Union stronghold that developed in part due to its relationship to Fort Monroe



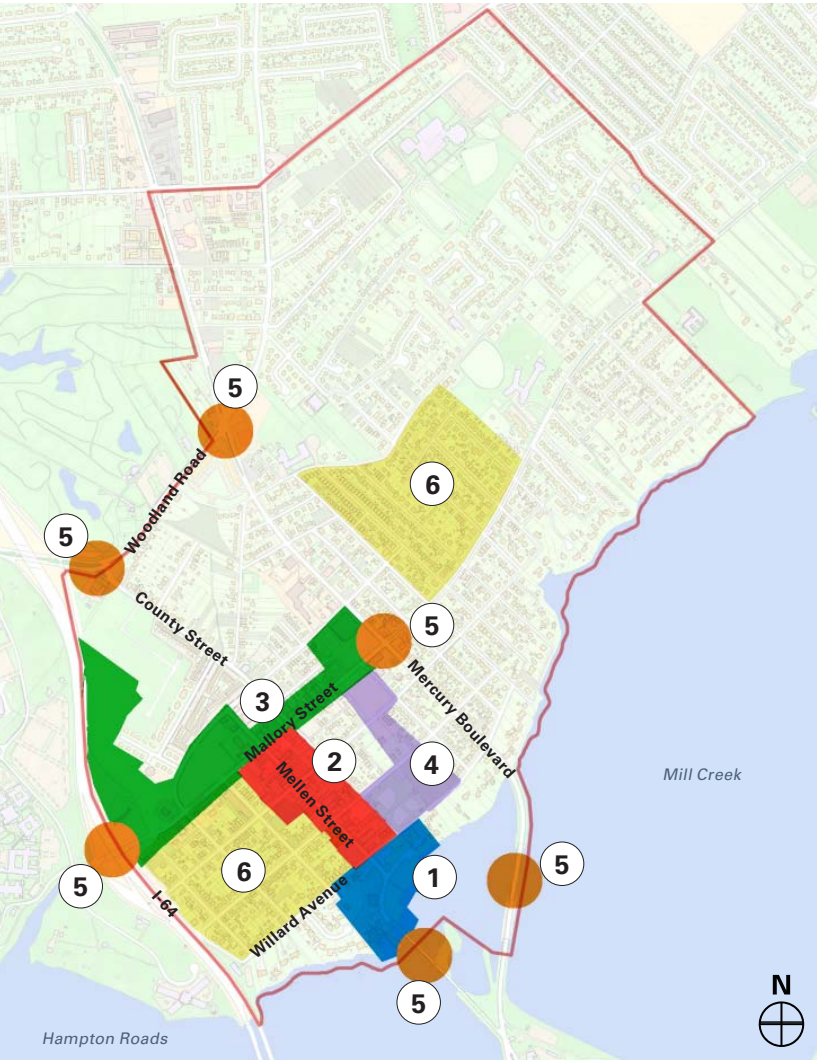
THE MASTER PLAN

As referenced earlier, this version of the Phoebus Master Plan represents a combination of the groundwork, key principles and ideas from the 2007 Phoebus Master Plan with new input reflecting changing conditions likely to affect the community in 2013 and beyond. Input from the community clearly indicated general support for the overall vision and frameworks from the 2007 Master Plan. This same community input placed emphasis and priority on building momentum through realistic near term action steps in both the core commercial and in adjacent housing areas. In addition, the community stressed the need to begin the process to re-establish a supportive relationship with the “new” Fort Monroe. Therefore, during the course of this planning process, close working relationships were formed with the Fort Monroe Authority and the National Park Service. Both agencies have graciously participated in this effort and have been open to sharing information and ideas to help ensure the Master Plan reflects and supports their planning goals and objectives.

KEY ELEMENTS IN THE MASTER PLAN
A Enhanced gateways into the neighborhood
B A coordinated parking strategy to support new and existing uses along Mellen and Mallory Streets
C A public waterfront with coordinated private development
D Additional community recreation space and open space connections
E New residential development in the heart of the community
F Phased redevelopment of properties along Mallory Street
G Place-based strategies for neighborhood development



Illustrative Master Plan



The Initiative Areas

INITIATIVE AREAS
1 Phoebus Waterfront
2 Mellen Street
3 Mallory Street
4 Railroad Right-of-Way
5 Enhanced Gateways
6 Housing Strategies



1. PHOEBUS WATERFRONT

The Phoebus waterfront at the end of Mellen Street is an important gateway to Phoebus and Fort Monroe and is one of the few locations in Phoebus with public access to Mill Creek and Hampton Roads. The Plan recommends the creation of a waterfront park on publicly owned land at the end of Mellen Street as it bends around to the bridge to Fort Monroe. This new public space will serve to anchor the southern end of the Mellen Street corridor as well as create an attractive gateway to Fort Monroe. While more detailed discussion with the community is warranted, possible park amenities could include a public lawn for community events, visitor parking, a waterfront walkway that could serve as part of the pedestrian trail connection to Fort Monroe, a dock for small boats, water taxis, kayaks and a place for fishing. In addition, suggestions have been made to include services such as bike and kayak rentals and a small food vendor, which would make the park a more active destination.

2. MELLEN STREET

Mellen Street is the historic main street for Phoebus and has the potential to develop into a regional attraction with its concentration of specialty shops that focus on antiques, art, and design. The Plan recommends sensitive infill development of mixed-use buildings with ground floor retail and upper floor residential or office uses. With the redevelopment of Fort Monroe, it is anticipated that expansion of retail uses and attractions such as the American Theatre can extend southward toward the proposed waterfront park. A first step towards these goals is to identify a set of tools and strategies to support the overall health of the small unique businesses that give Mellen Street its charm and character. The core business district along Mellen Street and Mallory Street represent the “public face” of Phoebus as well as being the “front door” to Fort Monroe and the National

Monument. Moving forward, the success of this area in presenting itself as a vibrant and attractive place will be a critical component to overall success.

Parking Strategy

Future growth of retail and attractions will require increased parking resources. The Plan recommends extension of the pattern of off-street parking lots, located in mid-block areas, along Mellen and Mallory Streets. These areas will be created by removing blighted properties and creating landscaped lots and passages that connect to the two shopping streets.

3. MALLORY STREET

Mallory Street is a busy gateway to the community and is emerging as a neighborhood shopping street. Upgrades to the streetscape have already occurred to parts of the corridor. It will be important to continue these sidewalk and landscaping improvements along the remaining segments of Mallory Street in order to support the new development and pedestrian activity desired. Numerous vacant lots should be infilled with new mixed-use buildings with ground floor retail and/or other types of commercial services regularly found in small, mixed-use downtown environments. Upper floors of these buildings may be occupied by office or residential uses. A new mixed-use development at the corner of County and Mallory Streets can recreate the urban form of the Old Fuller Hotel, a historic center that was demolished. The now vacant Maida industrial property along Mallory Street also represents a significant opportunity as a “gateway” project. Current market information indicates this site should primarily be a multifamily residential development with perhaps some opportunity for small support commercial/retail at one or more of the corners on Mallory Street.



PHOEBUS WATERFRONT View of the Phoebus Waterfront at the foot of the Mugler Bridge looking northwest



MALLORY STREET View of the redevelopment opportunities to bring in a greater mix of uses along Mallory



4. RAILROAD RIGHT-OF-WAY

Former railroad yards are now used for storage and other light industrial activities in a series of industrial buildings, many of which are vacant. These uses are in the middle of a residential neighborhood and within a block of Mellen and Mallory Streets. These underutilized properties should transition to residential uses to strengthen the character of the residential neighborhood and meet the market demand for new housing. New streets should be located to shorten the development blocks and create sites for redevelopment. In addition, parks and open space can be added to provide a center for the community. Parking can be accommodated in a more attractive and formalized manner for the Phoebus Recreation Association fields. Additional athletic fields should be developed on St. Mary Star of the Sea School property on Willard Avenue, next to the Association’s baseball fields.

5. ENHANCED GATEWAYS

In 2007, the intersection of Woodland Road and E. Mercury was identified as an important gateway to the Phoebus Community. Since that time, a new CVS Pharmacy has been constructed on the eastern corner of this intersection while an age restricted multi-family housing project has been approved for the southern corner. Together these two projects will significantly alter the character of this gateway. Even with these two developments, their remains vacant land owned by the City and Hampton Redevelopment and Housing Authority which can accommodate future development which can enhance further the sense of place at this gateway.

Fort Monroe will begin to generate a considerable amount of traffic through Phoebus that makes addressing the approach corridors and gateways an important initiative. The two approaches from I-64 (Woodland Road exit and the Mallory Street exit) gateways should receive some enhancements. Elements that might be considered to improve these gateways and approach corridors include landscape treatments, wayfinding signage, street and sidewalk improvements, distinctive lighting, seasonal banners and possibly public art that welcomes and directs visitors to Phoebus, Fort Monroe and other attractions. The image of the Woodland Road and East Mercury Boulevard gateway is being transformed through the recent and upcoming private developments on both the southeast corner (CVS) and the southwest corner (age restricted, multi-family housing), as prescribed in the 2007 Master Plan. Wayfinding signage is the only missing component here. The Mugler and Mercury Boulevard bridges serve as the over-water approaches to and from Fort Monroe. These approaches provide unique opportunities to create dramatic and memorable experiences which reinforce how special both Phoebus and Fort Monroe are as places. While some ideas are presented in this plan, further discussion and collaboration between the Phoebus community, the City of Hampton, the Fort Monroe Authority and the National Park Service should be pursued to arrive at an appropriate design treatment for these two bridge approaches. Key design concepts to consider include enhancing pedestrian and bicycle connectivity, providing better and more distinctive lighting, and installing art that could help tell the historical significance of these places, and banners and signage that offer ways to promote local events.



RAILROAD RIGHT-OF-WAY Proposed view of Phoebus from Mallory Street and Mercury Boulevard looking southeast



ENHANCED GATEWAYS County Street improvements include landscape, signage and new development



6. HOUSING STRATEGIES

South Phoebus and North Phoebus are two neighborhoods in need of sensitive infill development and street improvements. The Master Plan has a series of recommendations for strengthening these important neighborhoods by utilizing a number of incentives and City programs to encourage investment in properties and infrastructure. In the 2012 update, we have attempted to further illustrate how a strategic, targeted approach might be implemented. Howard Street was selected as an illustrative example due in part to an existing assemblage of City and HRHA property. Areas like this allow a critical mass of improvements to occur that can alter the perception and push the market. This type of approach could be used in a variety of areas in Phoebus in which the aim would be to pull together the benefits of several existing projects and programs, including the Curb Appeal program, potential private sector or HRHA new construction projects and sustainable streetscape improvement pilot projects.



HOUSING STRATEGIES South Phoebus existing conditions



HOUSING STRATEGIES South Phoebus proposed street elevation



# Process & Analysis



A Steering Committee meeting during the charrette



Public input at a focus group during the exploring phase

## PUBLIC PARTICIPATION: 2007

Phoebus is a diverse community that takes great pride in its unique history. As such, the input and design process engaged residents and stakeholders representing a range of backgrounds, lifestyles, and interests. Stakeholders consist of both long-time and recent residents, business owners, interested developers and investors, and visitors to the community. Visitors are viewed as important stakeholders due to Phoebus's reputation across the Hampton Roads region for the antiques and cultural activities along Mellen Street, its main street.

Because the range of interests in any community plan is so diverse, public participation and transparency in the planning process is critical. An open process becomes the foundation for building consensus and increasing investor confidence in an area. The planning process engaged a diversity of stakeholders through the outreach efforts led by City staff and local groups, such as the Phoebus Improvement League. The open process helps to assure that the Plan represents a vision drawn from the diverse opinions of the community.

The Master Plan process was guided by a Steering Committee. The Steering Committee consisted of residents and business owners, as well as representatives of nearby institutions, such as Hampton University. The Steering Committee provided input to the planning team at important points in the process. In addition, the planning team solicited input from the general public through public meetings and open houses.

The first phase of the master planning process, from April 2006 to July 2006, was dedicated to exploring the study area and listening to stakeholders. The planning team collected both hard data and soft

data. Hard data consists of mapping, photography, and analysis of the physical conditions of the community. Soft data consists of the stories, the culture, and the aspirations of the stakeholders. All participated in "dotmocracy," a process where the strengths and weaknesses of the community and the surrounding areas are physically identified. The resulting maps helped the planning team identify what elements should be supported and built upon, as well as which elements of the community represent challenges that need to be addressed.

The second phase of the process, or the exploring phase, was highlighted by a three-day design workshop held at the American Legion Post 48 at the foot of Mellen Street in early August 2006. During the workshop, the planning team met regularly with stakeholders and generated design alternatives to explore alternative futures for the community. The design workshop culminated in a public meeting on August 3rd, where alternatives were presented. The public was asked to comment on the alternatives in order to further shape the plan.

Throughout the Fall and early Winter, the planning team, together with the Steering Committee and City staff, refined the plan and produced a draft report for public review. The draft report was presented to the Planning Commission and adopted by City Council on August 15, 2007.



**PUBLIC PARTICIPATION PROCESS**  
The master planning process engaged many residents of Phoebus



PUBLIC PARTICIPATION: 2012

City Council authorized the effort to update and review the recommendations contained in the 2007 Phoebus Master Plan following the official closure of Fort Monroe as an active military installation in September 2011. Soon thereafter, President Obama designated substantial portions of Fort Monroe as a National Monument to be managed as a unit of the National Park Service. These events, coupled with the economic changes that have occurred since 2008, were the impetus for revisiting the master plan. The goal of this effort was to ensure that the vision, principles, frameworks and strategies continued to set the foundation for future success under this new set of local, regional, and global influences.

The planning process began in the spring of 2012 with the collection of data and preparation of updated market studies. This phase culminated with a series of individual and community conversations in May 2012. Information gathered from community participation identified five (5) primary issue areas to focus on as we moved forward:

- » Economic Development (Business Retention, Attraction, and Recruitment)
- » Gateways, Corridors and Key Development Sites
- » Regulatory Tools
- » Housing Initiatives
- » Public Safety and Image

Over the course of the ensuing months, possible strategies were identified addressing specific issues in each of these five categories. In November 2012, a second round of public conversations were held to gain input regarding each of the groups of suggested strategies and action items. Feedback obtained from these conversations along with technical advice and expertise from various City departments and the consultant team generated recommended policies as well as both near term and long term action items.

These recommendations underwent community review during late December 2012 through January 2013. The Hampton Planning Commission endorsed these recommendations on 7 February 2013. Hampton City Council approved this updated plan on 13 March 2013.

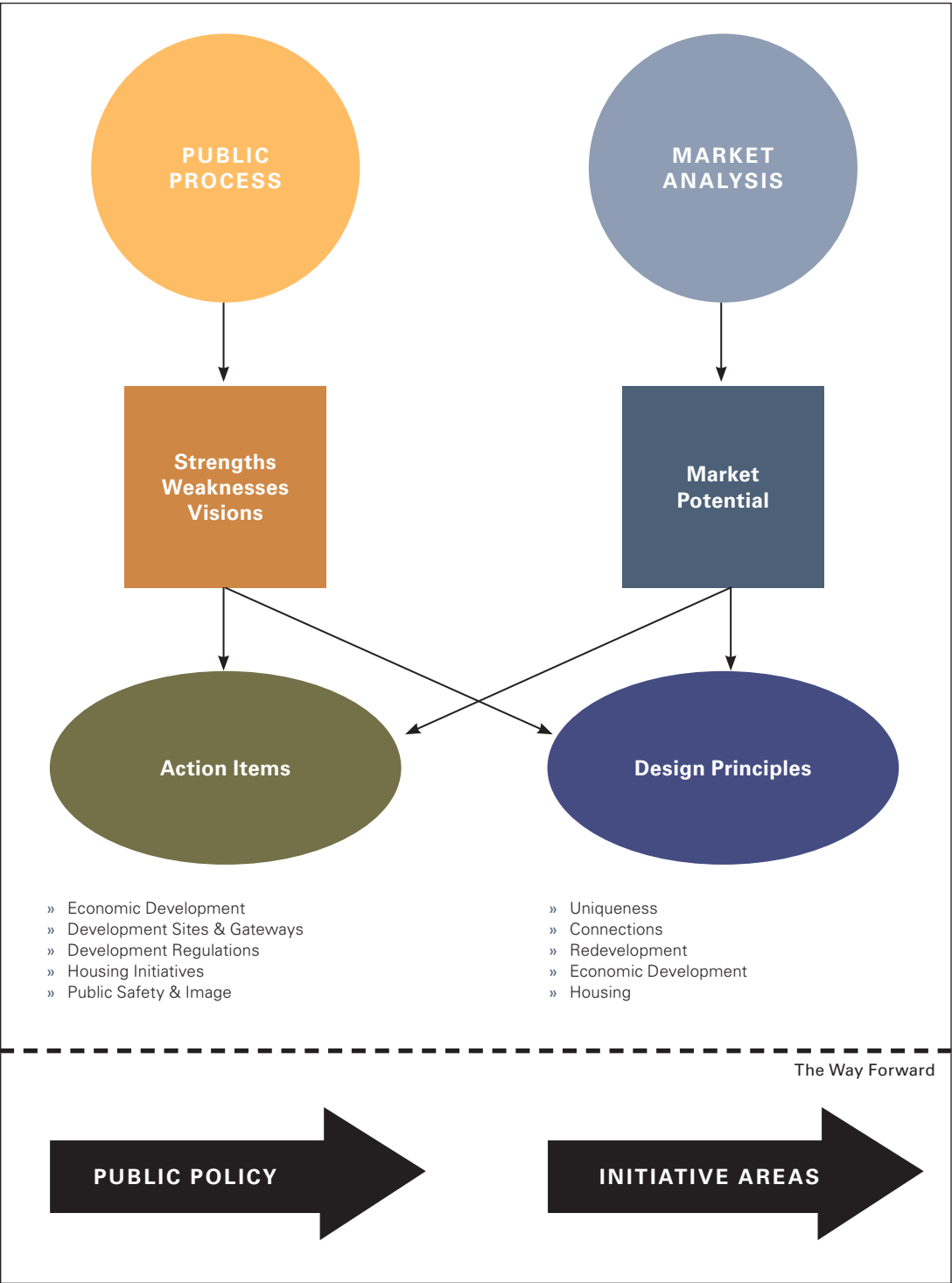
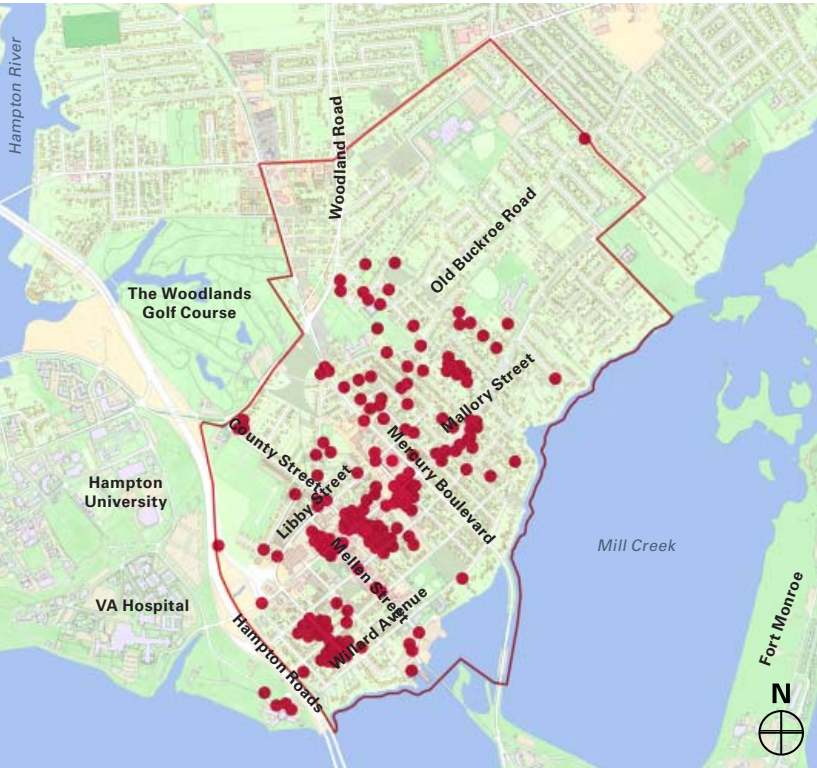


DIAGRAM EXPLAINING THE 2012 MASTER PLANNING PROCESS



PUBLIC PARTICIPATION: 2007



STRENGTHS
» Sense of a small-town family-oriented community due to long-term residents and closeknit neighbors
» Strong and unique identity
» History and historic buildings particularly along Mellen Street and Willard Avenue
» Specialty retail district
» Proximity to and relationship with Fort Monroe, the Veterans Administration Hospital and Hampton University
» Waterfront
» Interstate 64 access



WEAKNESSES
» Poor street conditions, such as lack of maintenance, curbs, and sidewalks
» Poor property maintenance leading to lower housing values
» Lack of public waterfront access
» Lack of green spaces in accessible, appropriate locations
» Lack of restaurants and variety of retail offerings
» Empty land and industrial, commercial, and some residential vacancies



VISIONS
» Publicly accessible waterfront
» Maintain a quaint, small-town identity that is unique to Phoebus
» Maintain an eclectic mix of unique specialty and niche retail
» Complement Fort Monroe
» Improve housing stock with better maintenance, code enforcement, and the development of vacant land
» Retain and support the historic buildings and character
» Improve gateways





UDA X-RAYS

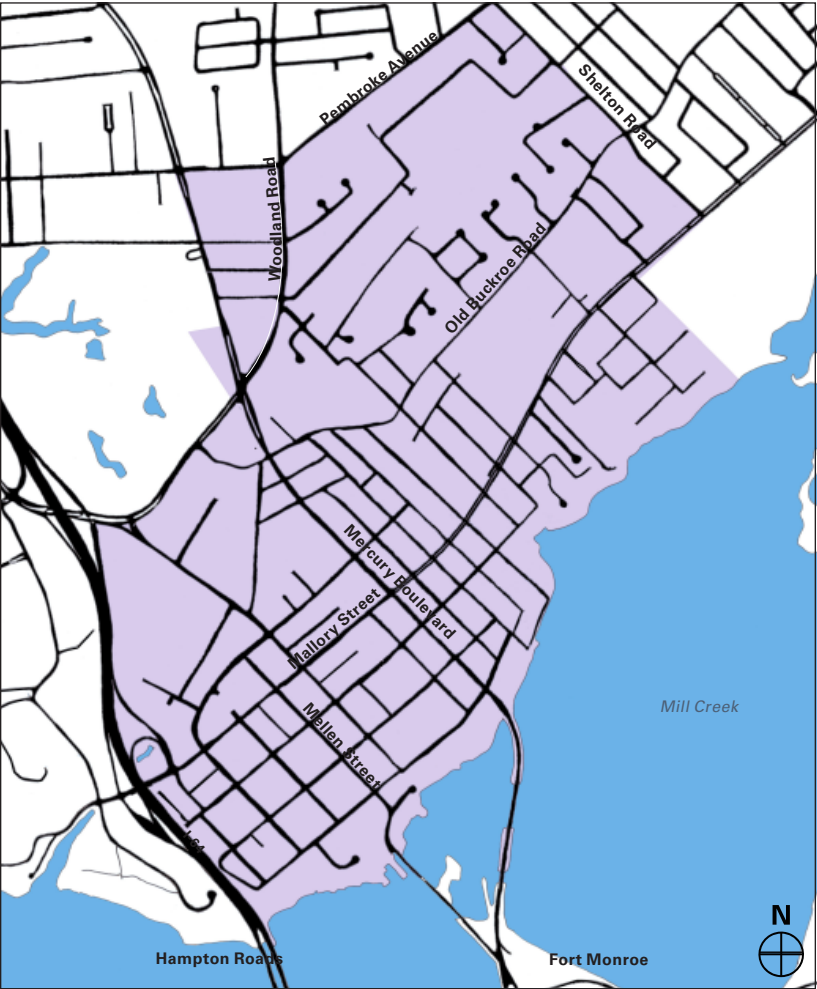
The consultant team collected hard data in order to better understand the study area, as well as to illustrate to city residents the myriad assets and natural patterns found throughout the community. A UDA X-Ray® drawing isolates a physical element of land use, such as streets, for example, to illustrate patterns and opportunities

difficult to perceive when combined in a single drawing. By studying various natural and man-made systems, urban designers can unveil the underlying patterns, problems, and opportunities of a project area. Often from these patterns, the beginnings of strategies and solutions emerge.



**PORTRAIT OF EXISTING CONDITIONS** This portrait is the land use drawing from which all other UDA X-Rays® are created. Often more subjective observations about land use are also noted on the portrait, such as blight and vacancy.

- NEIGHBORHOOD BOUNDARY
- PHOEBUS HISTORIC DISTRICT BOUNDARY



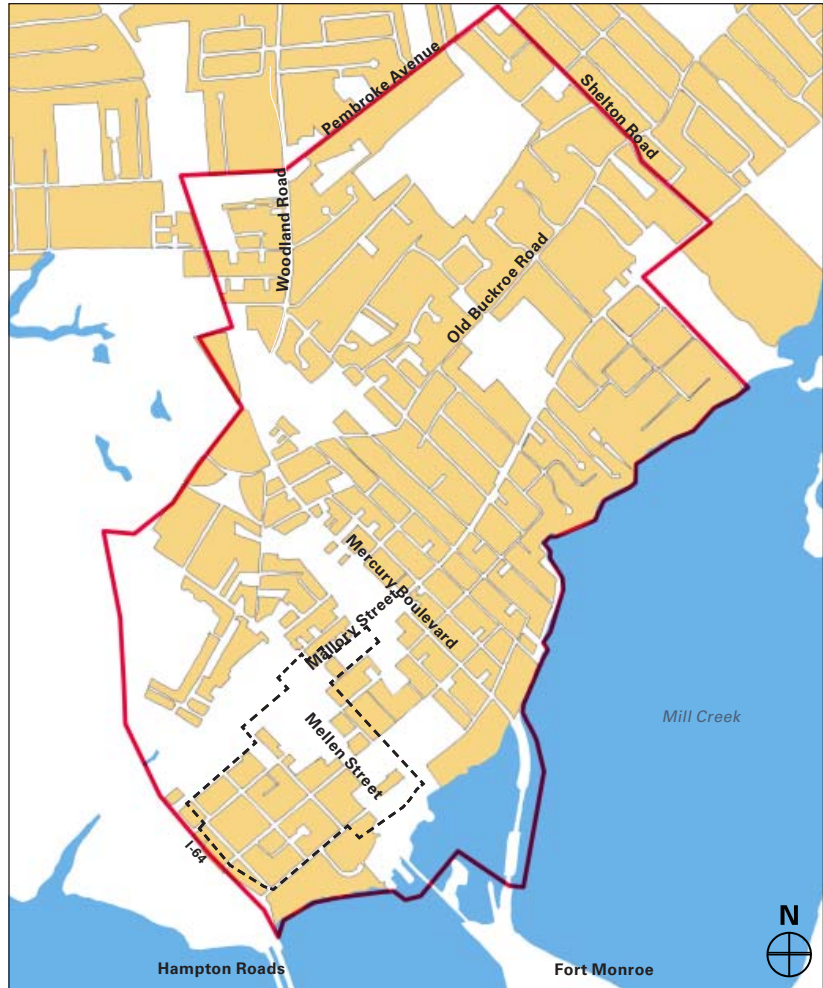
**STREETS** In the south, or the most historic part of the community, there is a fairly regular grid of neighborhood streets. During subsequent post-World War II development, a discontinuous pattern was developed in the northeast portion of the study area. Generally, Phoebus is well-connected to the regional road system.



**BUILDING FOOTPRINTS** Mellen Street, Phoebus's main street, is a collection of larger buildings leading to Mill Creek. Some large industrial buildings also line the abandoned railroad right-of-way. Phoebus High School is also evident in the northeast part of the study area; otherwise, Phoebus is largely characterized by small, residential structures.

Note: Study area outlined in red or shaded in purple

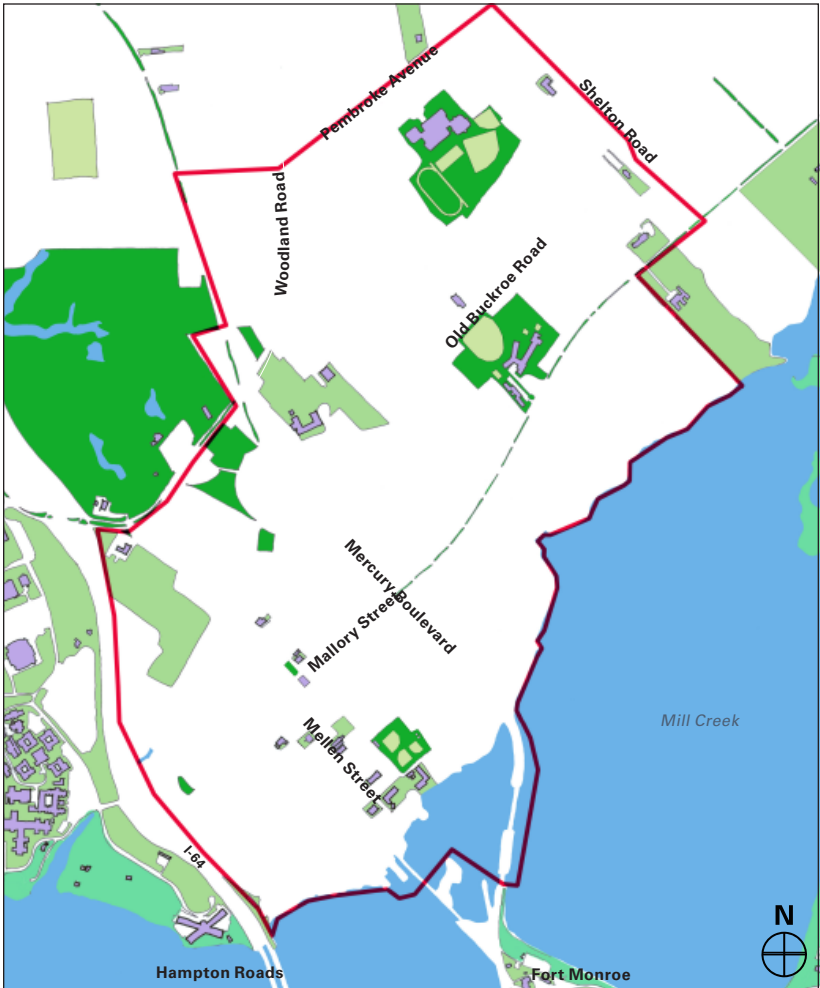




**RESIDENTIAL SETTLEMENT** Phoebus is a predominately residential area with a series of regular blocks in the south and irregular residential zones due to post-World War II development in the northern part of the neighborhood.



**COMMERCIAL** Mellen Street is Phoebus's historic main street, with more suburban commercial uses located along Mallory Street toward the I-64 interchange, at its intersection with Mercury Boulevard, and at the intersection of Mercury and Woodland Road.



**INSTITUTIONS, PARKS, AND OPEN SPACE** Phoebus is home to a number of area schools, as well as adjacent to the Hampton University campus, The Woodlands Golf Course, and Fort Monroe, a great neighboring open space resource. In addition, Phoebus has a local waterfront along the shores of Mill Creek.

- NEIGHBORHOOD BOUNDARY
- PHOEBUS HISTORIC DISTRICT BOUNDARY

Note: Study area outlined in red or shaded in purple



# Residential Market Study

SOME OF HAMPTON’S oldest residences are located in Phoebus, especially south of Mellen Street near Mill Creek. A series of post-World War II, suburban neighborhoods are present in the northern portion of the study area. The study area contains a wide range of household incomes and housing values with stable housing stock, but is found lacking in its range of housing types.

A Residential Market Study was conducted in 2012 by Zimmerman/Volk Associates to guide the design process for the Phoebus Master Plan. The purpose of this Study was to identify the market potential for newly-introduced, market-rate housing units to be leased or sold within the study area. The extent and characteristics of the potential market for new housing units were identified using a Target Market Methodology. The Residential Market Analysis concluded the following: The target markets for the Study Area include a mix of younger singles and couples (59 percent), empty nesters and retirees (24 percent), and family households (17 percent). 28.2% of the market potential will come from Hampton, 42.0% from the region, and 29.8% from elsewhere in the nation.

- » The target market households could rent or purchase up to 500 new units in the Study Area over the next five years.
- » The 500 units (replacing households with units) would consist of approximately 220 (44.0%) rental units and 330 homeownership units (66.0%).
- » The new ownership units should consist of soft lofts, condominiums, rowhouses, live/work units, and small-lot, single-family houses.
- » If appropriate housing were made available, the capture rate would be approximately 145 new units a year.

Using the Target Market Methodology, the optimum market position takes into account other intangible factors that have an influence on market potential. For this area, some of those assets are: the waterfront on Mill Creek, proximity to Fort Monroe and Downtown, the small-town feel, including the historic buildings lining Mellen Street, and easy access from I-64.

The greatest obstacle to reaching market potential is the perceived lack of care and poor condition of housing stock throughout the area. In addition, the lack of high-quality retail in Phoebus, despite the charm of Mellen Street, holds back the marketing potential for new residential units in this area.

OPTIMUM MARKET POSITION – PHOEBUS MASTER PLAN STUDY AREA (2012)*					
	NUMBERS	HOUSING TYPE**	BASE RENT/ PRICE RANGE (2006 DOLLARS)	UNIT SIZE/ RANGE (SF)	ANNUAL MARKET CAPTURE
MULTI-FAMILY FOR RENT  44.0%	20	Apts. over Retail (Hard Lofts)	750 to 825/mo.	550 to 650	16
	200	Apartments (Soft Lofts)	1000 to 1750/mo.	700 to 1250	66
MULTI-FAMILY FOR SALE  14.7%	44	Condominiums (Soft Lofts)	150,000 to 230,000	800 to 1,250	9
	30	High-End Condominiums	250,000 to 325,000	1,300 to 1,800	8
SINGLE-FAMILY ATTACHED FOR-SALE  23.6%	78	Rowhouses	165,000 to 225,000	1,050 to 1,500	16
	40	High-End Rowhouses Live/Work	275,000 to 335,000	1,600 to 2,000	10
SINGLE-FAMILY DETACHED FOR-SALE  17.7%	59	Bungalows	200,000 to 280,000	1,150 to 1,650	14
	30	Urban Houses	315,000 to 425,000	1,850 to 2,550	6
TOTAL UNITS	500	145 units/year			

\* Note: These numbers represent market potential for the Phoebus Neighborhood, not a proposed development program.  
\*\* Note: Definitions for the various building types can be found in the ZVA Residential Market Study (under separate cover)



# Commercial Market Study

HR&A ADVISORS, INC. CONDUCTED an updated retail and office market assessment for the Phoebus neighborhood to reflect the post-recession economic climate and evolution of planning at Fort Monroe, parts of which were declared a National Monument in 2011. The goals of this market study are to: review previous plans and market studies supporting the development of the 2007 Phoebus Master Plan; update demographic and economic data to reflect changes since the market study that informed the Fort Monroe reuse plan was completed in 2006; assess changes to real estate market conditions for retail and commercial uses; and, evaluate the implications of the updates Fort Monroe Master plan as it affects the gateway retail and commercial district of Phoebus.

Some notable demographic and economic trends during the 2000s impact the development recommendations for Phoebus. Like most cities in the United States, Hampton was negatively impacted by the recession and financial crisis that started in late 2007. While the area is slowly recovering, actual economic demand has not kept pace with projections from previous studies.

Phoebus’ population was 7,138 in 2010. While this figure is 3.5% less than the population in 2000, the number of young people between 20–35 years old actually increased by 14.1%. A 6.6% increase was seen in the 50–65 age cohort. These increases in population are likely due to the area's relative affordability. As a result, the 2010 annual median household income in the neighborhood (\$42,400) is 28% lower than in Hampton overall. Most residents commute out of Phoebus to work as there are relatively few jobs in the neighborhood. New retail development would help create more local jobs in the service sector.

OPPORTUNITIES (NEAR TERM)
» Reducing vacant storefronts by working with owners to attract tenants and find interim uses
» Address challenges created by abandoned parcels by promoting infill development, property assemblage and interim uses
» Encourage business and residential facade and property improvements (flower pots, banners, branding)
» Build on the success of the American Theatre to create an arts and cultural district and attract complementary uses
OPPORTUNITIES (LONG TERM)
» Building Phoebus' brand as a community developed around the creative reuse of historic buildings, downtown arts and cultural district, and proximity to Fort Monroe
» Select infill opportunities to support a critical mass of development to generate additional residential activity
» Promote private investment at key infill sites, particularly mixed-use development on the Maida, Slaughter Lumber and Waterfront sites



There are key regional and neighborhood-specific factors that influence and bolster Phoebus' market potential for commercial uses. These include:

- » Relative affordability
- » Strong heritage
- » Unique historic character and tourism potential
- » Proximity to I-64, which provides quick access to regional centers and military facilities.
- » Proximity to the Fort Monroe National Monument (in fact, one has to travel through Phoebus in order to get to the site)
- » Proximity to the Veterans Administration Hospital and Hampton University
- » Access to waterfront and water-based recreation
- » Increasing regional population
- » Concerted planning and economic development efforts for Fort Monroe and the City of Hampton

Key recommendations for retail real estate in Phoebus should enhance the character of the district and appeal to the target market. Specifically, there is an opportunity to create an arts and cultural district by leveraging assets such as the American Theatre, through a tenaning and development strategy that focuses on the demand for specialty stores and restaurants, specifically along Mellen Street.

It is critical to the success of any development in the Phoebus community to focus on enhancing the appearance of its streets through facade improvements, landscaping, banners, etc. This investment will

improve the perception of the neighborhood and attract additional spending, specifically by capturing ancillary visitor spending from activity on Fort Monroe. With these changes and assuming new residential development in Phoebus and Fort Monroe, HR&A estimates that the neighborhood could support an additional 55,000 SF of retail uses over five years.

Finally, while there is not a large market for office space in Phoebus due to competition from other districts in the City, additional population growth and visitation could support a small amount of demand for local professional services — accountants, attorneys, real estate brokers, etc. — that support these groups and activities on Fort Monroe. This type of development, along with new retail, would provide some additional daytime weekday activity to the commercial corridors in Phoebus, which would help change negative perceptions of the neighborhood.



# Impact of the 'New' Fort Monroe

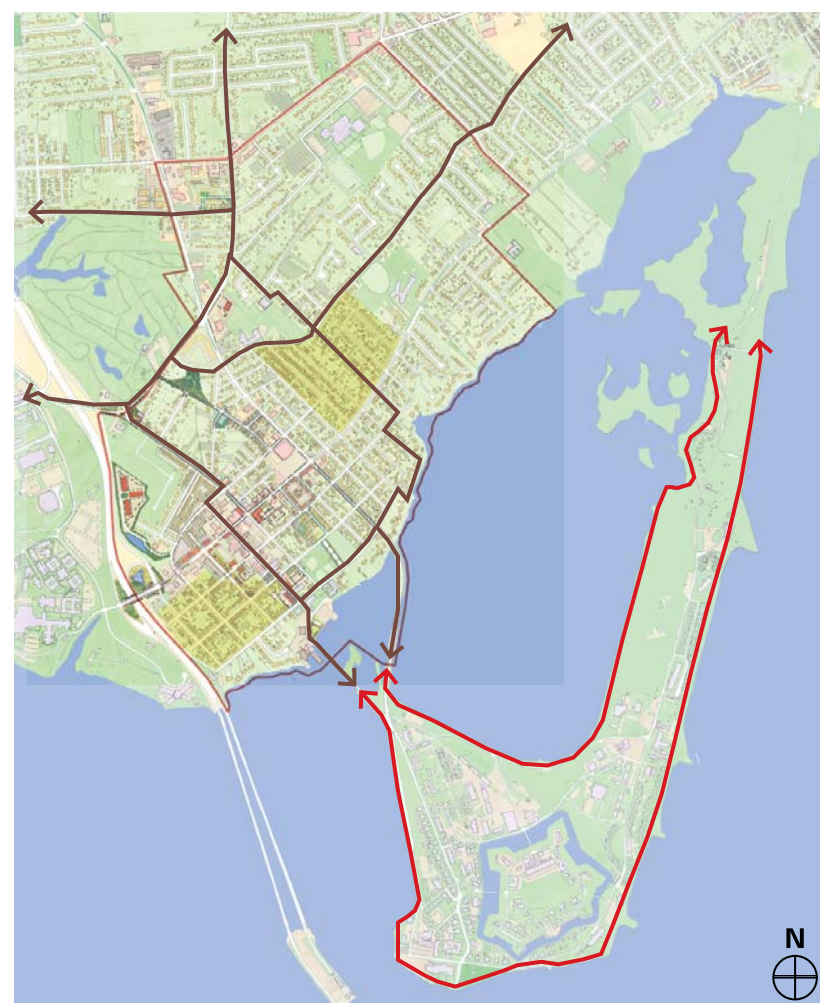
FORT MONROE HAS always had a major impact on the life of Phoebus. The two major access roads to the 565-acre spit of land, Mercury and Mellen, bracket the core of Phoebus' commercial district, bringing traffic through the community on a daily basis. The community felt the Fort's closing deeply, but will also capitalize on its new designation as a National Monument.

The new monument is anticipated to attract nearly 225,000 to 275,000 visitors annually. These tourism and recreation visitors are likely to spend time and money in Phoebus as well. In addition to visitors, Fort Monroe will gradually house more and more full time residents as well as become home to a variety of places of employment. Therefore, Phoebus is poised to serve as the closest business district capable of providing a range of retail, restaurant and other services.

While Fort Monroe is no longer the bustling military post of its past, the "new" Fort Monroe will not only include new and renovated housing, it will also include newly accessible amenities, such as:

- » Casemate Museum
- » Nature trails, paths for walking, jogging and biking
- » Outlook Beach and views of the Chesapeake Bay
- » Full-service marina and year-round fishing at Engineer's Fishing Pier
- » Gazebo/Bandstand
- » Marina Restaurant
- » Bay Breeze Conference Center, in the former officer's club, includes a waterfront pool and beach access, live entertainment, snack bar with outdoor seating, and picnic facilities

Additionally, there is a tremendous opportunity to connect Phoebus and Fort Monroe through the bike and walking trails as well as via Mill Creek with small boats and kayaks.



7-MILE FORT MONROE WATERFRONT TRAIL PHOEBUS BIKE SYSTEM

## 'NEW' FORT MONROE PLANNING OBJECTIVES AS RELATED TO PHOEBUS

- » The master plan for Ft. Monroe is intended to support, complement and reinforce future commercial and retail development in Phoebus. Ft. Monroe will be primarily an employment, commercial and residential community with limited convenience retail and restaurant venues for employees and residents.
- » Ft. Monroe is intended to be a recreational and cultural destination with its high quality beaches, trails, museum, National Monument, and waterfront that will attract visitors locally, regionally and nationally. Phoebus should be part of the Ft. Monroe visitors experience to broaden the duration of visitor stay time and enrich the visitor experience.
- » The proposed Phoebus waterfront park adjacent to the Mugler Bridge is an important gateway to Ft. Monroe and part of the visitor experience. The entrance to Ft. Monroe is envisioned to be a similarly high quality entrance as proposed for Phoebus.
- » Ft. Monroe is planned to accommodate between 450–800 residential units and between 1.0–1.4 million s.f. of commercial/institutional/mixed use development in addition to the Chamberlin and the National Monument, etc. As such, Ft. Monroe will generate significant demand for retail and commercial services and should be a catalyst for continued economic development and improvement in Phoebus.



# Design Principles

THE FOLLOWING ARE planning principles developed during the 2007 public design process that influenced the design proposals for the initiative areas:

- 1 Keep Phoebus unique
  - » Nurture Mellen Street as a regionally-significant mixed-use district focusing on arts, crafts, and collectible merchandise, the American Theatre, and restaurants
  - » Preserve the historic building stock whenever possible
  - » Maintain diversity in architecture, culture, and housing choices
  - » Maintain authenticity — do not sanitize Phoebus
- 2 Improve connections to Fort Monroe, Hampton University, Downtown, and Buckroe
  - » Create pedestrian, open space, transit, and trail connections
  - » Improve streetscapes of Mercury Boulevard, County Street, and portions of Mallory Street
  - » Create memorable gateways to the community and grander views of the water



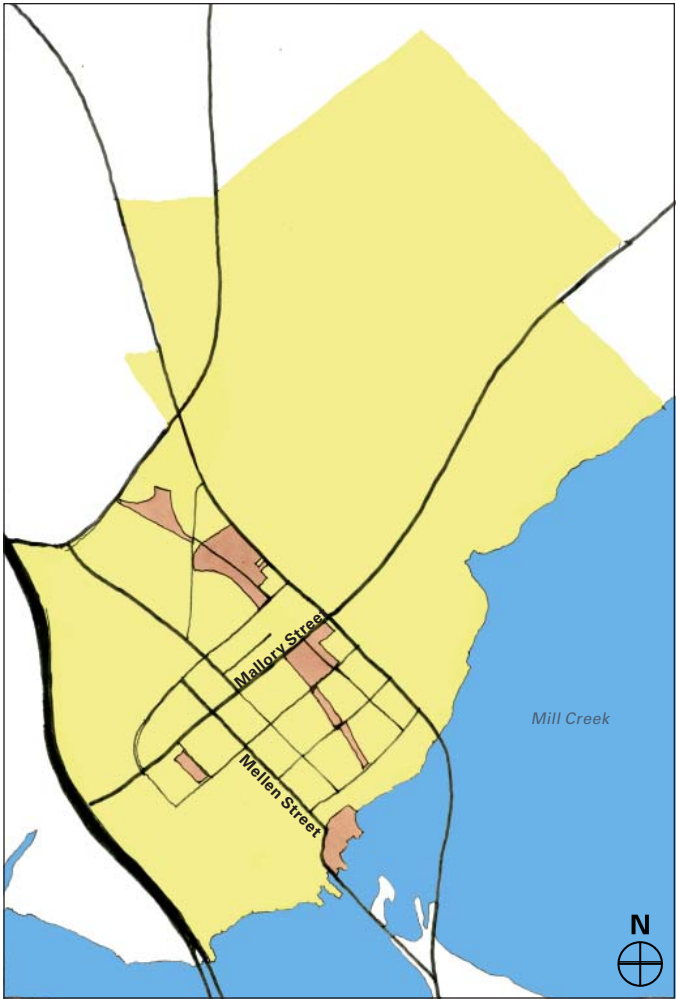
1 Keep Phoebus unique



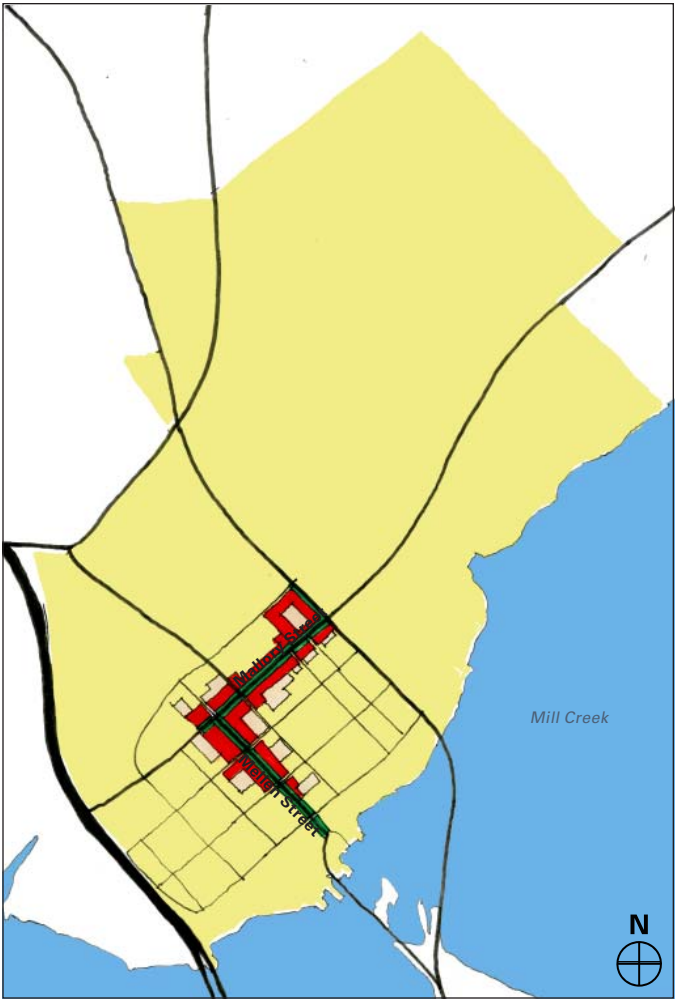
2 Improve connections to Fort Monroe, Hampton University, Downtown Hampton, and Buckroe



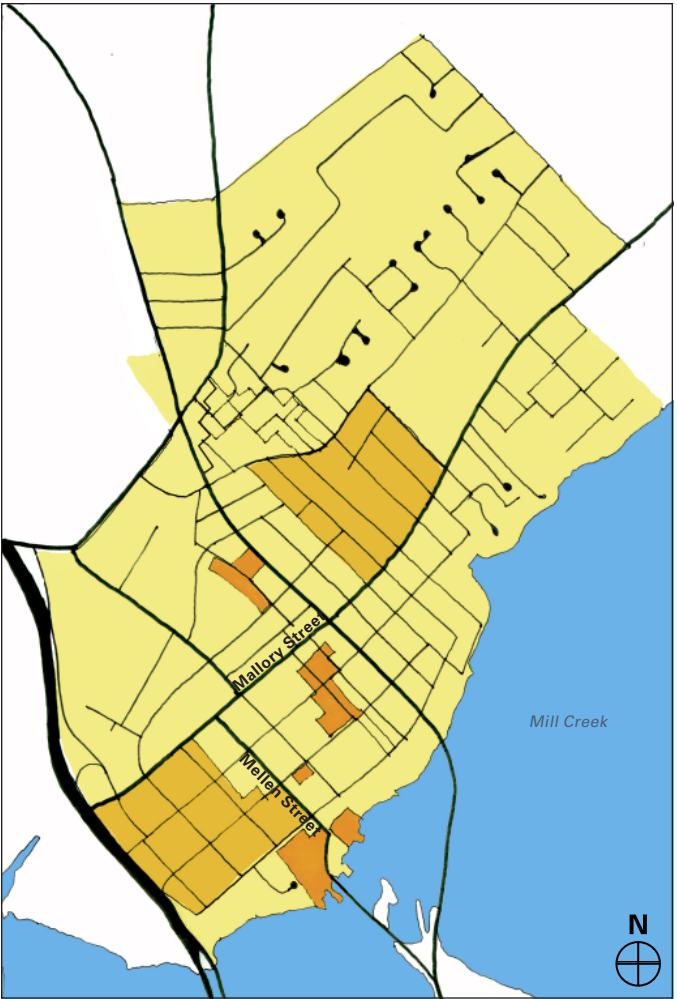
- 3 Encourage sensitive redevelopment of underutilized properties
  - » Eliminate blighted and blighting properties
  - » Contract retail and industrial uses where they are marginally viable
  - » Improve the market competitiveness of the housing stock in the adjoining neighborhoods: new housing, ownership reinvestment, and rehabilitation
- 4 Improve the existing commercial areas
  - » Promote Mellen Street as a specialty retail main street, focused on arts, crafts, and collectibles with associated restaurants
  - » Promote the Mercury Boulevard/Mallory Street area as a center for neighborhood-oriented retail services
  - » Improve the pedestrian environment of Mallory Street to connect the two commercial areas
  - » Create a cohesive parking strategy
- 5 Stabilize and revitalize the neighborhood housing
  - » Support revitalization and rehabilitation efforts in the historic areas and seek investment that maintains authenticity
  - » Seek new housing opportunities or strategies in a sensitive manner
  - » Pursue ordinance changes that will facilitate infill housing, investment in existing properties, and encourage or require quality in design
  - » Provide a greater diversity of housing choices



3 Encourage sensitive redevelopment of underutilized properties



4 Improve the existing commercial areas

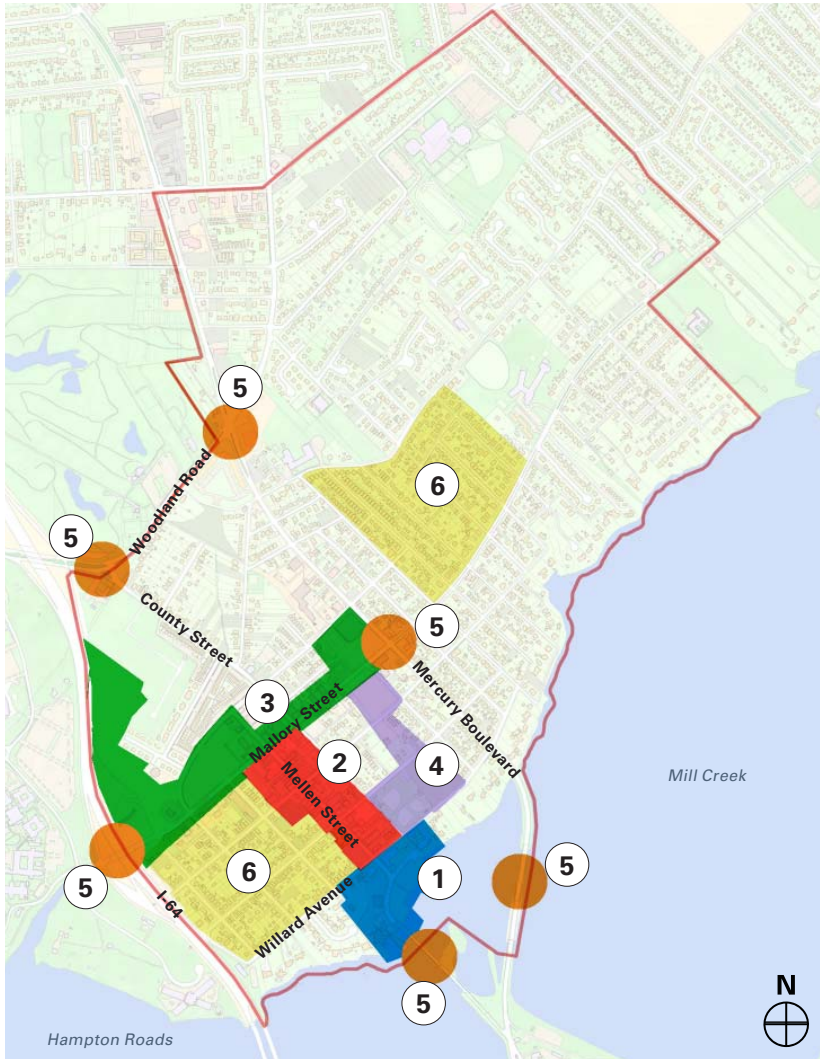


5 Stabilize and revitalize the neighborhood housing



# Initiative Areas

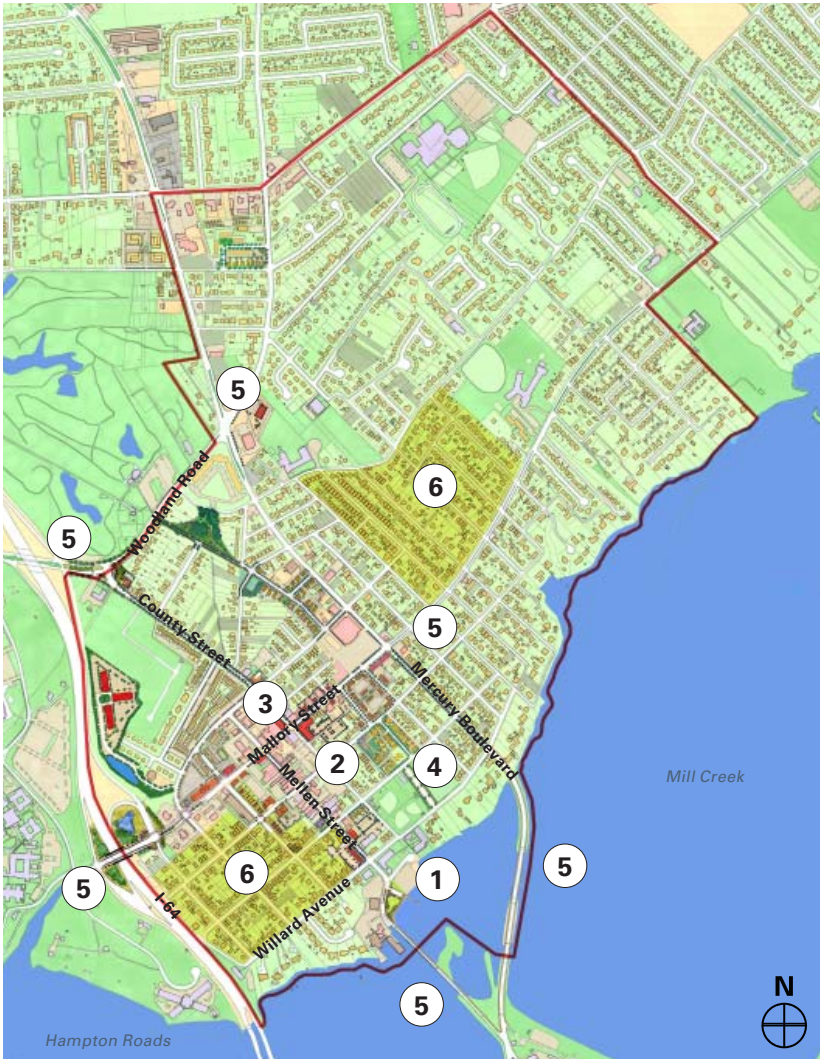
Note: Revised diagram developed during 2012 process



The Initiative Areas

INITIATIVE AREAS ARE A SERIES of coordinated public and private investments designed to leverage the most value out of each other in order to effectively and efficiently implement a master plan. Initiatives tend to be geographically defined and are made up of smaller sub-areas that work together to achieve common goals and whole environments. Initiative areas include the interests of many stakeholders including the public, local institutions, business owners, developers, and the like. These areas can proceed simultaneously and should be prioritized in terms of the amount of like efforts that can begin at the same time so as to best leverage public and private resources.

Six strategic initiative areas emerged during the Phoebeus Master Plan design process. These are areas where concentrated efforts could both address weaknesses or the needs of the community while building upon nearby existing strengths. These areas are the Phoebeus waterfront on Mill Creek, Mellen Street and its associated properties, the coordination and revitalization of Mallory Street, new uses along the abandoned railroad right-of-way that cuts through the center of the residential neighborhoods, and the primary gateways into Phoebeus. Lastly, strategies for neighborhood revitalization in two key areas: the historic residential fabric of Phoebeus nearest the water and the post-World War II residential development in the middle of the study area.



Illustrative Master Plan

INITIATIVE AREAS	
1	Phoebeus Waterfront
2	Mellen Street
3	Mallory Street
4	Railroad Right-of-Way
5	Enhanced Gateways
6	Housing Strategies



# Phoebus Waterfront

The connection to the history of Hampton Roads and the region is no more apparent than along Phoebus’ waterfront. Looking out across Mill Creek, this area is the midpoint between Fort Monroe and the Mellen Street business district. Throughout the public processes in 2007 and in 2012, many people expressed interest in developing vacant waterfront land for use as a public gathering place, preferably a public park. Prior to the economic downturn, there was interest in the development of a waterside restaurant to replace Sam’s Seafood as well as waterfront residential development. While current economic conditions make the prospect of this type of development far more challenging, this area continues to represent a strategic opportunity to accomplish both goals of creating a public gathering space as well as associated private development. Private development could both anchor the terminus of the Mellen Street Corridor as well as frame the public space with views toward Mill Creek and Fort Monroe. It is also now clear that this location will serve as an important gateway to and from Phoebus and Fort Monroe. Care and attention should be given to this important role. In addition to the obvious road connection to Fort Monroe via the Mugler Bridge, strategic connections between Phoebus and Fort Monroe could also occur at this site through potential pedestrian, bicycle, and water born transportation links. St. Mary Star of the Sea School and Phoebus United Methodist Church are two long time community institutions that currently anchor this end of Mellen Street. In addition, the Wanchese Fish Company occupies the waterfront site opposite the City owned site at the foot of the Mugler Bridge. The former Sam’s Seafood and

the former Keith’s Dockside Restaurant site along with the Wanchese Fish Company site might provide a wide array of re-development opportunities depending on timing and market conditions. If such redevelopment presents itself in the future, care should be taken to respect the presence of Phoebus United Methodist Church and St. Mary Star of the Sea School as well as protecting the open space opportunity represented by the City owned property.

### Existing Institutions

St. Mary Star of the Sea School, as well as the Phoebus United Methodist Church across Mellen Street, anchors the southern end of the Mellen Street business district. These venerable institutions have been present and active in the community for many years. Given their important contributions to the mix of the uses in the core of Phoebus, all efforts should be made to support their needs as the district changes. Of particular concern are the needs to share open space and parking resources with the rest of the community. As Phoebus continues its redevelopment, attention should be paid to the auxiliary needs of both institutions.

### Willow Dell

Built in 1854, Willow Dell is a grand homestead that sits back from Willard Avenue. There are plans to renovate the house for use as either a residence or as a small business, such as a bed and breakfast. A small amount of residential development is planned around this stately home, creating a unique address for those units.

### Wanchese and associated businesses

Fishing activities have slowly been vacating Phoebus and moving to larger sites in less populated locations. Although the current mar-



Portrait of existing conditions



Current views of the Phoebus waterfront



Illustrative Master Plan



A shared parking strategy can be utilized for benefit of the Phoebus United Methodist Church



ket for new residential development has been tempered by the downturn in the economy, pressure to redefine the waterfront as primarily a residential address with high-value residences, will likely emerge at some point in the future. The type of residential development that might be attracted to sites in this general location (i.e. high end, higher density) assists in further diversifying the types of residential offerings in Phoebus.

Though the use of this waterfront property for residences is in accordance with the broader goals of the Master Plan, two main conditions exist for the greater success of the entire area. Residential units along the waterfront should fit in with the scale, massing, and architecture of Hampton's other developed waterfronts, as exemplified in the buildings at Fort Monroe and Hampton University. Architecture should tie the development back to the heritage and culture of the surrounding Phoebus community. In addition, public access to the waterfront should be maintained along the water's edge, allowing the entire community to experience the water.

Sam's Seafood Site

Damaged during Hurricane Isabel and subsequently burned, Sam's Seafood Restaurant was a community institution as it brought together neighbors and visitors alike, and provided vistas of Mill Creek and Fort Monroe. A previous proposal to redevelop this site to include multi-family residential and perhaps a restaurant have been on hold given the changing market conditions since the 2007 Master Plan was adopted. If this type of proposal proves to not be feasible, creative alternative solutions should be explored. These explorations might include some other type of possible residential development with or without a restaurant, a destination restaurant as a single user, or even possible expansion of the public waterfront park. Any redevelopment of the Sam's Seafood site as well as the Wanchese site should look to local architectural heritage, as is suggested for the Wanchese site as well for its cues relative to determining the scale



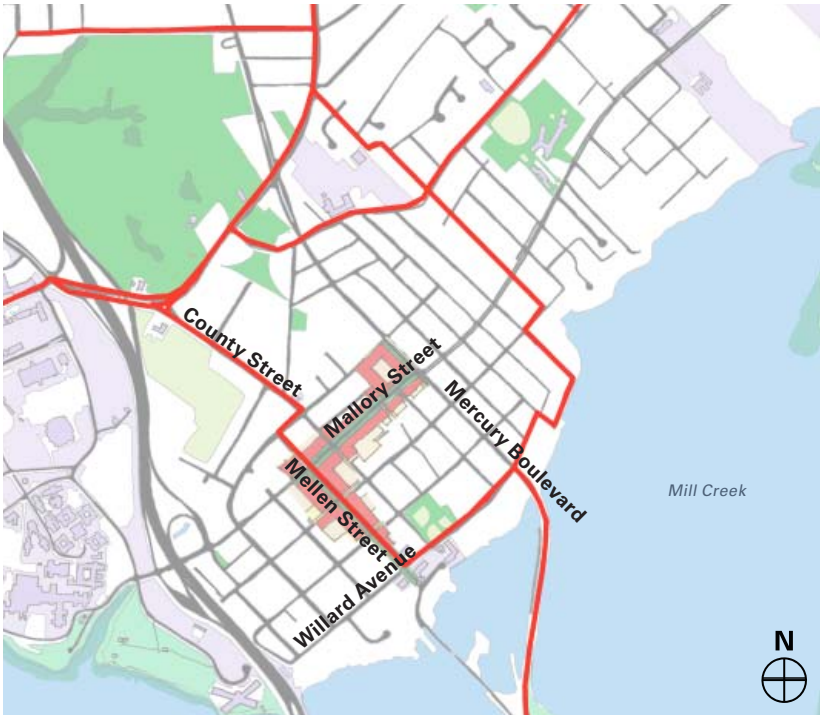
ILLUSTRATIVE MASTER PLAN Early phase



LONG TERM VISION PLAN Potential build-out



Plan of former Sam's Seafood site



BICYCLE SYSTEMS PLAN Phoebus is well-served by bicycle routes, connecting the community to Fort Monroe, Downtown Hampton, Buckroe, and points beyond



Willow Dell



Imagery for waterfront buildings



and character of development. In any case it is also important to try to maintain continuous public access to as much of the waterfront as possible. Private development on this parcel should respect the building line along Mellen Street and provide ample room for a public promenade along the waterfront.

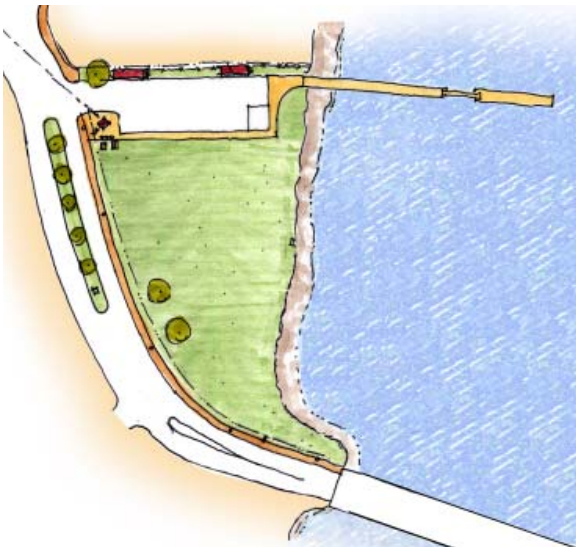
A Public Park on the Phoebus Waterfront

There was much enthusiasm throughout the public input process for the idea of public waterfront access in Phoebus. The property owned by City of Hampton at the foot of the Mugler Bridge provides this unique opportunity. Some design work has already occurred to identify a phased approach to implementing a concept for a public space. Therefore, this initiative provides a logical near term implementation action for the waterfront. As this new public space begins to take shape, it will be important to work closely with the Partnership for a New Phoebus to gradually program activities in this space so it grows into an active, well-used public amenity. This new public open space can also play an important role in providing linkages to the extensive open space and trail system proposed for Fort Monroe. Linkages to the proposed seven mile trail on Fort Monroe as well potential bicycle, kayak, canoe, and water taxis connections could occur at this site allowing residents and visitors to travel to and from Fort Monroe and Phoebus via various modes of non-vehicular travel.

As a final design develops, it should adhere to the design principles that have been developed in order to ensure that this site remains a prominent one, connected to the greater community. These design principles are illustrated on this page and depict the important issues to consider when developing both the public park and the adjacent residential development. This private development benefits considerably from views and connection to the waterfront and creates a backdrop for the public space. As illustrated, the most important implementation principles for development are to provide direct public access to the waterfront, to maintain a view corridor along the axis of



PHASE 1 Parking lot, lawn and shoreline protection



PHASE 2 Dock for small boats and rentals



PHASE 3 Trail and edge landscape



FINAL VISION Full park implementation with landscaping, pavilions, and permanent facilities



FINAL VISION View of the park design concept that provides a community gathering space



Mellen Street, widening out at the water's edge, and to create a public destination along the waterfront.

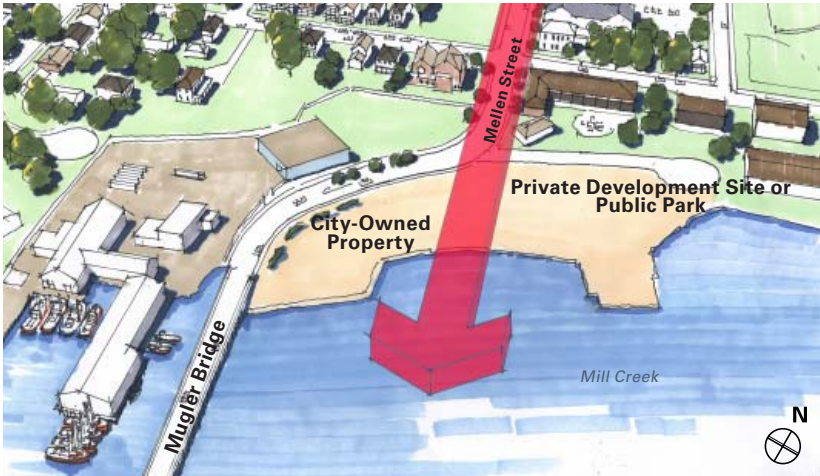
In recognition of near term challenges relative to funding major projects, a phased approach to moving forward with implementation of this new public space is described and illustrated below.

Near Term Vision

The near term vision for the waterfront is to create a public gathering space with parking and a small boat dock. A phased approach has been established to accomplish this vision in relatively short order. Engineering for the first phase has already been completed.

Long Term Vision

The long term vision for the waterfront considers higher and better uses for land that is currently in varying states of usage. Today, St. Mary Star of the Sea School, Phoebus United Methodist Church, a vacant parcel of City-owned property, the vacant Sam's Seafood site, the vacant Keith's Dockside, and Wanchese Fish Company occupy the waterfront. With a coordinated effort, there is much opportunity for the community to define a new future for this key area of the Phoebus community.



DESIGN PRINCIPLE ONE Provide direct public access to the waterfront



DESIGN PRINCIPLE TWO Maintain a view corridor to the water without obstruction



DESIGN PRINCIPLE THREE Create public space and active park uses along the waterfront



LONG TERM VISION View of the potential for the Phoebus waterfront at the foot of Mellen Street



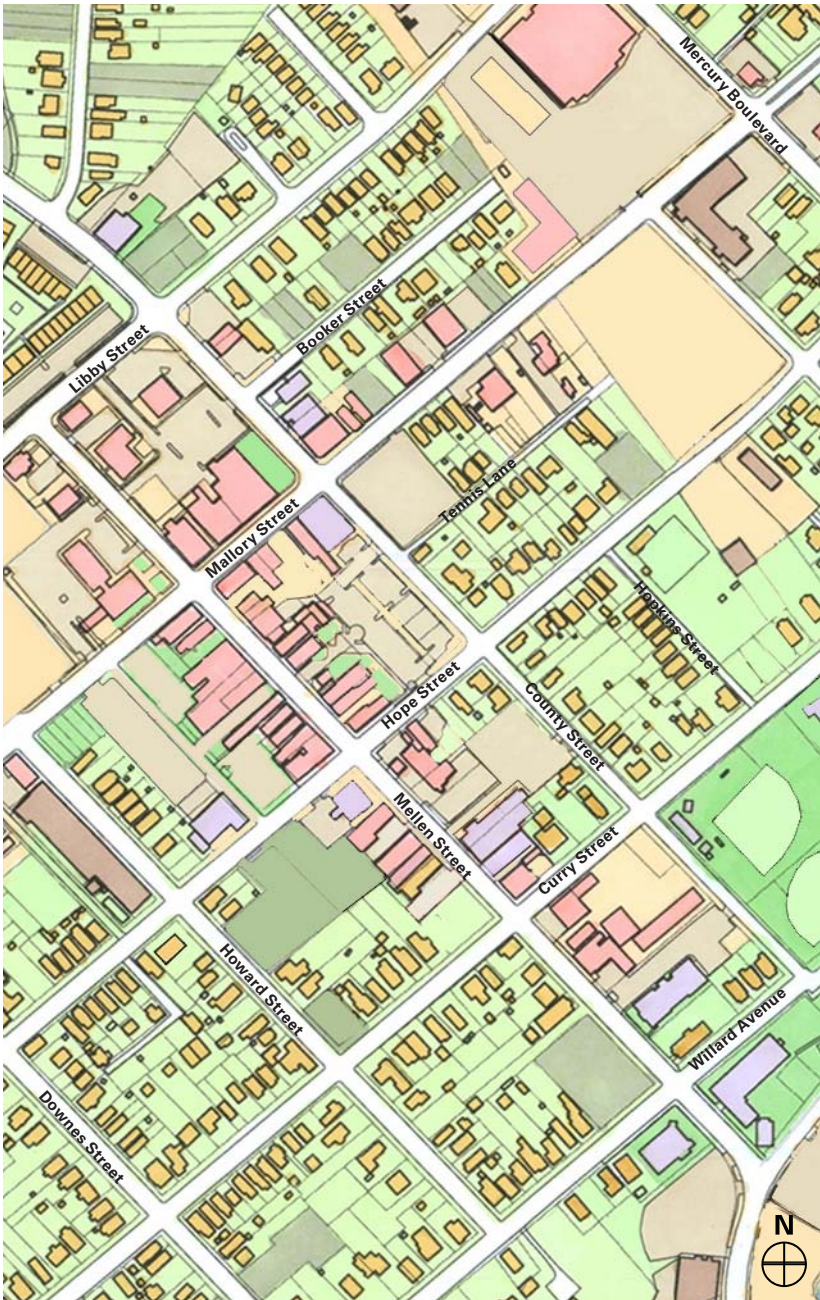
# Mellen Street

Mellen Street, and its adjacent properties, is the historic heart of the community where residents and visitors alike come together to enjoy Phoebus. Though much revitalization has occurred in this area, the coordination of uses as well as the development of a comprehensive parking strategy is needed along Mellen Street. Mellen Street has great potential to be a regional destination through the presence of the American Theatre, as well as antique and collectible shops known across the region.

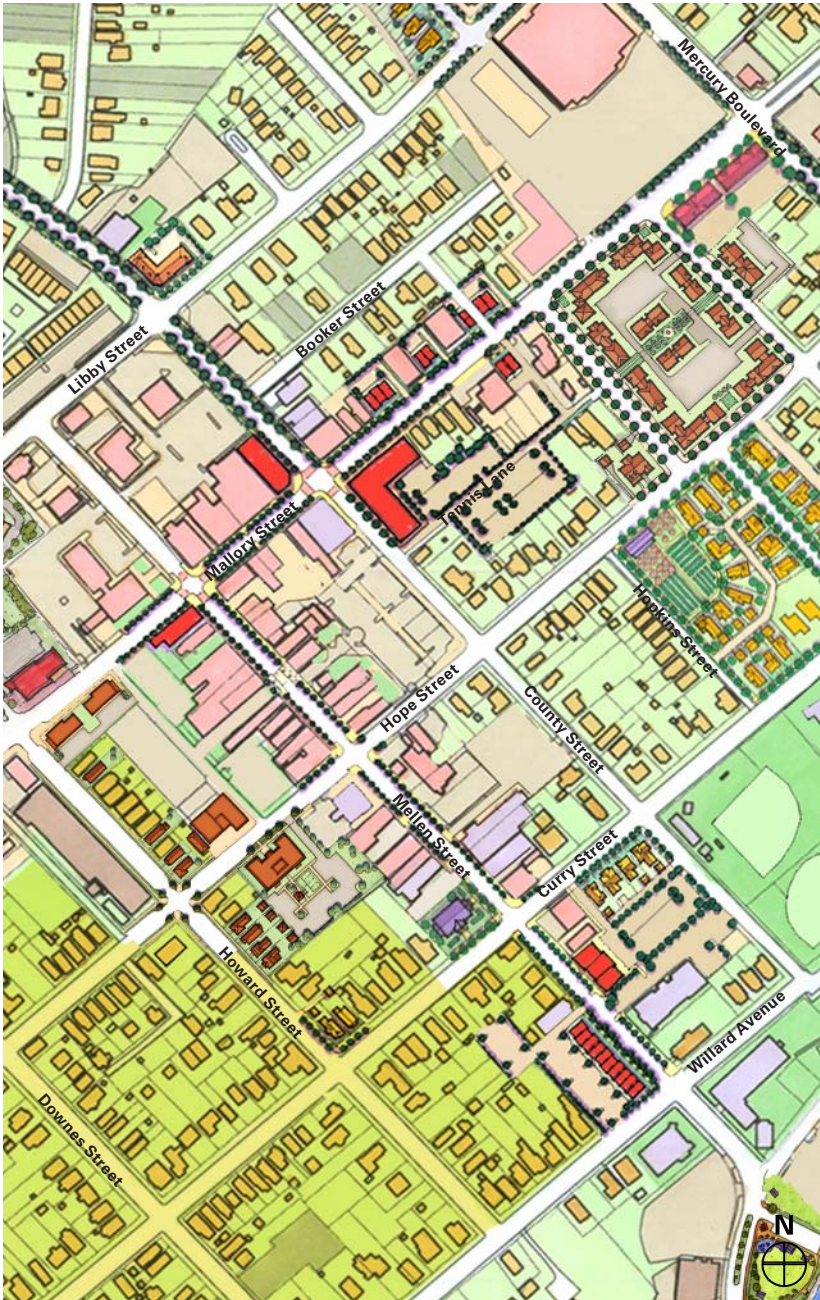
An extensive plan for Phoebus’ business district, centered on Mellen Street, was completed in January 1987. Many of the successful physical improvements present in the district today are a result of implementation of parts of that planning document. The brick sidewalks, curb bulb-outs and well-marked crosswalks at intersections, coordinated light standards and banners, as well as demarcated parking spaces and signage contribute to the area’s downtown feel. This plan recognizes the prior collaborations in the Mellen Street streetscape as great assets and urges continued attention to these elements as contributors to the overall character and success of the area.

### Infill Opportunities

From its early days, Mellen Street has been lined with a collection of locally-owned businesses and institutions. Though the businesses have evolved, the historic building stock remains. The buildings themselves provide non-replicable character and charm, while their spaces also provide challenges for reuse. Nonetheless, much care should be given to the preservation of the building stock through its



Portrait of existing conditions



Illustrative plan



Images along Mellen Street



continued, active use. State and federal historic district status already provides significant incentives for historically compatible rehabilitation of commercial and residential properties on Mellen Street.

Multiple shops have existed on Mellen Street for a number of years. The ground floors of buildings should be occupied by specialty shops and unique businesses, possibly with a focus on antiques, art, and design. Upper floors should be reused as residences and possibly small offices. Clearly, more people living in the heart of Phoebus will help bring increased daily activity to the area.

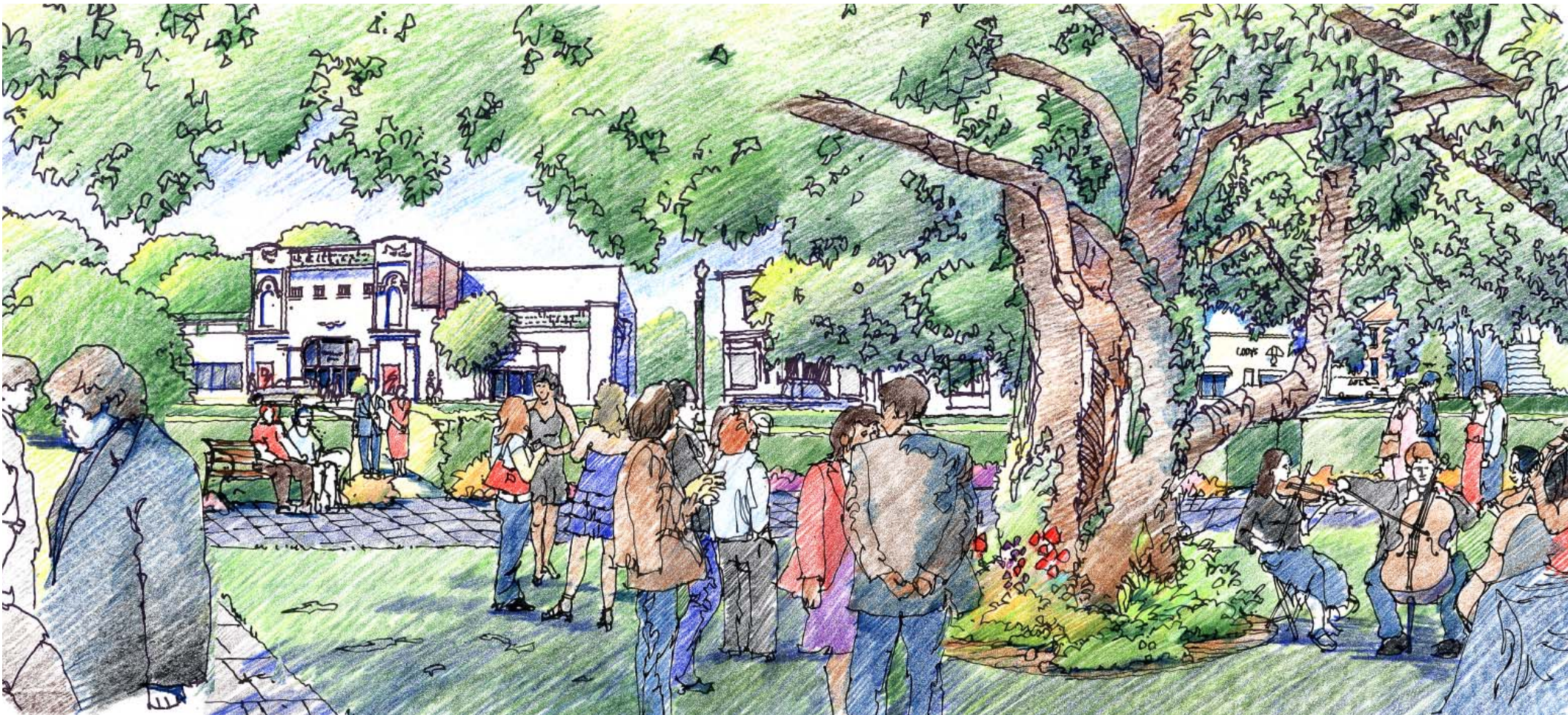
In addition, there is an infill opportunity for office uses between Curry Street and Willard Avenue, next to American Legion Post 48. These developments will add to the sustainability of the district over time and should reflect the scale and architectural character of existing historical buildings.

The American Theatre

The American Theatre is an anchor for Phoebus due to its reputation as an excellent performing arts venue. Its wide offerings of cultural events draw crowds from around the Hampton Roads region. The Theatre’s competitive advantage as an attraction should be capitalized upon by the surrounding businesses. Neighboring stores and restaurants could remain open during cultural functions to bring life to the entirety of Mellen Street.

Community Garden or Public Use

Many cultural facilities are developed with nearby spaces for outdoor receptions or pre-function gatherings. It is proposed that the current vacant lot along Mellen Street, owned by Hampton University and next door to the Veterans of Foreign Wars property, could be developed as an outdoor reception room or garden. This public gathering space would be central to the Mellen Street corridor and the rest of the Phoebus community. The space should be designed to maintain an open and highly-visible environment to discourage loitering.



View of new public garden across Mellen Street from the American Theatre



Photo of existing conditions



OPEN SPACE OPTION A fenced and controlled community garden in the heart of Phoebus



COMMUNITY USE OPTION A building including community uses could be an amenity for the area



The presence of a large magnolia tree within the lot and the adjacent historic house would provide a great backdrop to public gatherings and functions in the heart of Phoebus. This lot could also be developed as a building for potential community-wide use, capitalizing from the presence of the American Theatre. This building could be used for an arts purpose and maintain affiliation with Hampton University. The ultimate use of the property should continue to be studied in collaboration between Hampton University, the American Theatre, and the City. These possible alternatives are illustrated on the previous page.

Phoebus Fire Station

The existing Phoebus Fire Station is located in a historic building located on South Hope Street between Mellen Street and East Howard Street. The current structure is outdated in terms of adequately accommodating current and future needs. Alternatives will need to be explored relative to future construction of a modern facility. With the new reality of Fort Monroe evolving into a new “neighborhood” that will require service from the City of Hampton, the location of the station needs to be central within these boundaries. Preliminary analysis by the Fire Division indicates preferred locations will be in the general vicinity of the core of Phoebus ideally on a site which provides quick and convenient access to major thoroughfares. Further site specific analysis should be conducted to identify the best sites that will provide both the proper parcel size as well as a location which facilitates the best response times throughout the entire service area. While constructing a new station is an option,

modernizing and expanding the current facility is another possibility to be explored.

If the existing fire station eventually relocates to a new facility, there will be an opportunity for adaptive reuse of the existing building. Further studies should be conducted to determine its most judicious use to continue to serve the community in another way. Adaptive reuse of the interior of the building is the best strategy to protect the exterior of this truly historic building. Examples of appropriate uses include museum, restaurant, office space, artist gallery or similar use that contributes to an active environment in Phoebus.

Mixed-use Building on Hope Street

A new mixed-use building could be developed on Hope Street between Mellen and Howard Streets across from the historic fire station. Located on the site of a former neighborhood school, this building should house a mix of commercial office, institutional uses, or residential uses (retail uses should be focused along Mellen and Mallory Streets). Parking to serve this building and potential reuse of the fire station should be located behind the structure, out of public view.



The historic fire station can be reused as a community amenity



A Commercial District Parking Strategy

Currently, many parking lots are within close proximity to businesses along Mellen and Mallory Streets. When looking at an existing map of the business district, it is difficult to understand perceived parking issues. However, on the ground, there is a general lack of wayfinding and signage alerting visitors to parking locations.

There is well-marked on-street parking along the length of Mellen Street, continuing back along the immediate side streets. In addition, parking lots are located behind the buildings at the head of Mellen Street, north of Mallory Street. Large, well-landscaped lots are also located behind the Mellen Street buildings between Mallory and Hope Streets. Approximately 200 off-street spaces are available across the district, though largely biased toward its northern end; about 100 on-street spaces were surveyed.

In addition to a clear wayfinding strategy, thought should be given to easy access to Mellen Street from parking resources. Well-lit, human-scaled, and safe pedestrian passages should be developed to connect to Mellen Street. As the district becomes increasingly successful, parking meters or short term parking limits should be considered for on-street parking to leverage the presence of parking lots, while reserving on-street parking for 1 or 2 hour visits to the district.

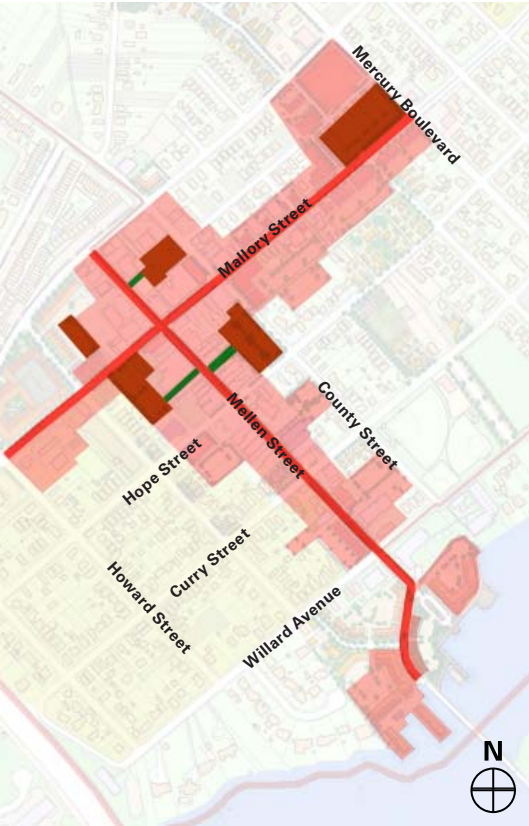
In terms of the parking lots themselves, this Master Plan proposes a phased parking strategy through continued development of parking lots behind the buildings on Mellen Street in each block from Mallory Street to Willard Avenue. Though the district may not have needs for this much parking today, its potential development as a specialty shopping destination and the reuse of Fort Monroe may

necessitate more parking over time. Due to the long time frames necessary to acquire, design, and then build new parking facilities, it is important to have a plan in place that can be implemented in phases.

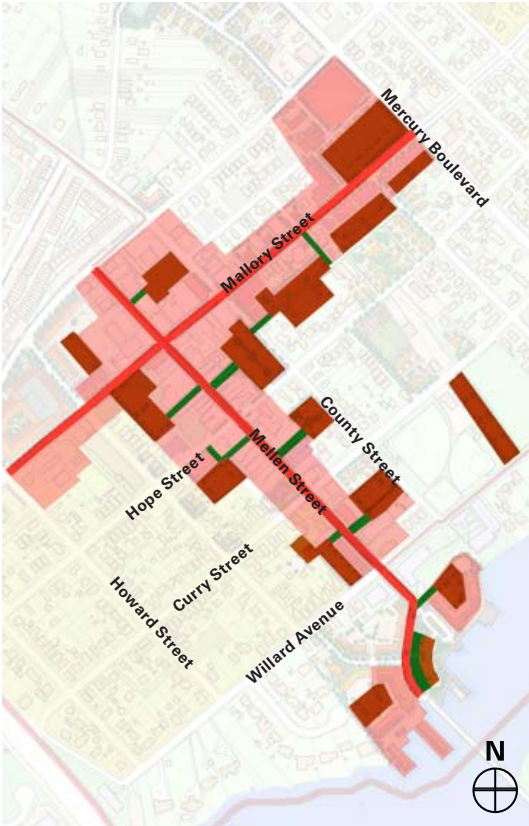
To maintain the character of Mellen Street, commercial frontage should be developed with parking behind, except in the case of on-street parking spaces, vital to any business district. This Master Plan proposes shared parking lots accessed from County Street, Howard

Street, and/or the associated side streets in every block from Mallory Street to Willard Avenue. Well-distributed, small lots will help provide easy access all along Mellen Street. These lots should be well-landscaped and well-lit to promote the feeling of safety for users. Over time, if necessitated by user demands, two-level parking garages could be located on the largest lots between Mallory Street and Hope Street.

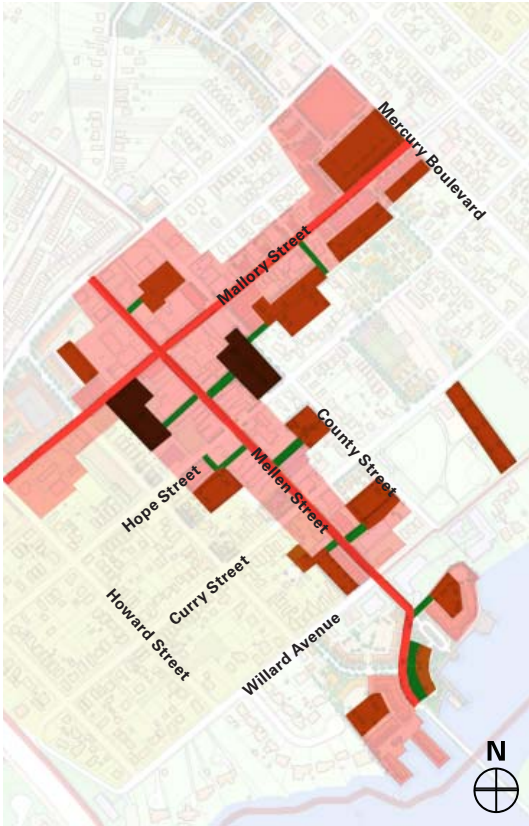
PHASED PARKING STRATEGY



EXISTING PARKING RESOURCES Approximately 460 total public/private spaces



POTENTIAL FUTURE PHASE I — PROPOSED PARKING RESOURCES Approximately 1,190 total public/private spaces



POTENTIAL FUTURE PHASE II — PROPOSED PARKING RESOURCES Approximately 1,370 total public/private spaces

- COMMERCIAL OR RETAIL AREA
- COMMERCIAL STREET
- PEDESTRIAN PASSAGE
- PARKING LOT
- PARKING GARAGE



# Design Principles for Commercial Properties

*The following design principles have been developed to provide useful information for property owners, business owners and potential investors. Additionally, they will be used by the City as a basis for drafting zoning ordinance amendments, reviewing requests for rezoning, use permits, and conditional privileges and for drafting agreements for the sale and development of public property.*

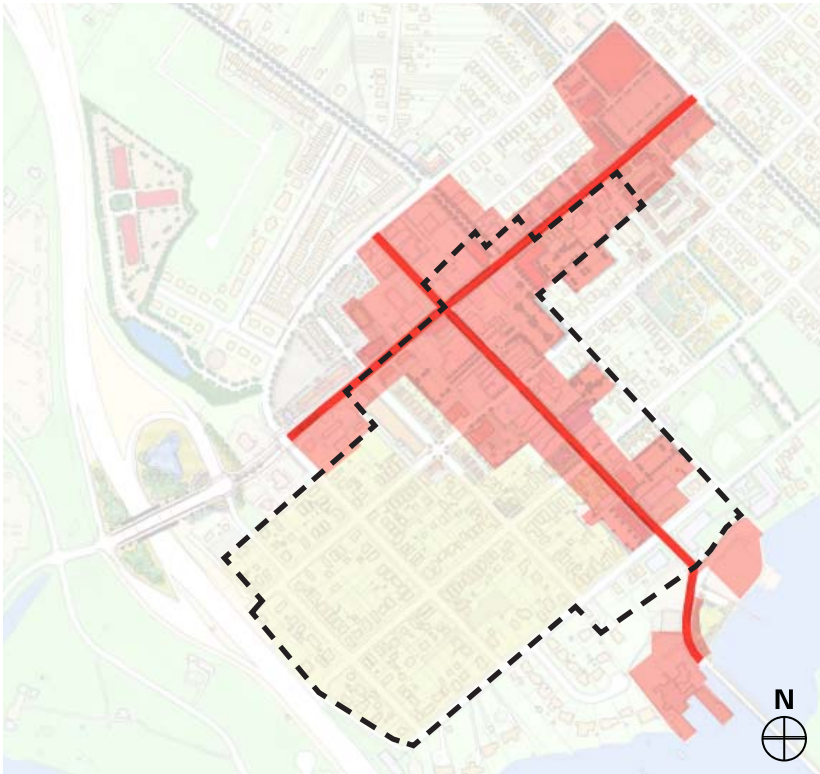
One of the most distinguishing characteristics of Phoebus is the traditional “main street” character of the commercial core located primarily along Mallory Street from Interstate 64 to the intersection with East Mercury Boulevard, and along Mellen Street from the Mugler Bridge to its intersection with Libby Street. Between its own historic character and the rooted ties to Fort Monroe, the main street area represents a valuable historic resource with much of it lying within the boundaries of the Phoebus Historic District (see map at right). This area is also a good example of turn of the 20th century commercial development that reflects the values of the merchant and middle class of that era.

Mellen Street and Mallory Street establish the primary commercial spines through the district. These streets were once primarily residential streets which gradually transitioned to the commercial district we know today. As a result, one sees an interesting mix of traditional turn of the century main street commercial architecture intermixed with residential building styles of the era which have been converted to commercial uses. New construction and rehabilitations should attempt to respect and honor these historical building styles with sensitive modern interpretations.

Barring a few exceptions, commercial buildings within the commercial core are generally modest in scale and detailing. Typical commercial buildings are two stories in height and constructed of masonry with simple adornment. Some exceptions do exist such as 3 East Mellen with its highly ornamented facades facing both Mellen and Mallory. Other notable examples of more highly ornamented styles include 19 East Mellen (Romanesque) and 125 East Mellen: The American Theatre (Beaux Arts).

In rebuilding Phoebus’ commercial core, new construction or rehabilitations may follow the historical precedents of the existing commercial buildings or the examples of a more residential architecture subsequently converted to commercial uses. For the purposes of this document, these are identified as distinct commercial building forms. Principles for both are provided in the following pages. Care should be taken to adhere to the respective design principles so that each form remains distinct.

Following these historical patterns should be more strongly enforced along portions of Mallory and Mellen within the Phoebus Historic District boundaries as well as on sites immediately adjacent or across the street from the Historic District. Properties that are farther removed, such as those on Mallory closer to East Mercury Boulevard may warrant greater flexibility but should attempt to follow these same principles whenever practical to create an appropriate pedestrian and streetscape environment and architectural transition from the historic commercial core to the more modern “highway commercial” characteristic of the East Mercury Boulevard corridor. The Small Box Form has been identified as a suitable commercial building type to be located on the fringe of the commercial core area and outside of the historic district boundary.



Commercial Core Plan

- COMMERCIAL CORE AREA
- COMMERCIAL ‘SPINE’ STREET
- PHOEBUS HISTORIC DISTRICT BOUNDARY

## COMMERCIAL BUILDINGS



Residential Form



Main Street Form



Small Box Form



The placement of the building and arrangement of its storefront are critical to the success of the pedestrian realm and will impact the sense of security and safety in a neighborhood. In promotion of the vision of Phoebus’ commercial core, ground floor retail or office are best complimented by either residential or office uses on the upper floors. While multi-story, mixed-use buildings are more common in the commercial core of Phoebus, a number of one-story, single-use commercial buildings are also present and contributing to the Main Street fabric of the historic district. The Main Street One Story Form is identified as another suitable commercial building type to be located within the commercial core area and within the historic district boundary.

#### Building Types

- » Type 1: An infill multi-story, mixed-use building(s) along an existing main street; most commonly found on Mellen and Mallory Streets today; includes main street and residential forms
- » Type 2: A freestanding one story, single-use building on an individual building pad. Includes Main Street and Small Box forms.

#### Building Placement

- » Locate buildings at, or very near to, the property line to reinforce the main street character.
- » Minimize the setbacks for buildings along Mallory and Mellen Streets, bringing them up to the sidewalk to facilitate a walkable environment.

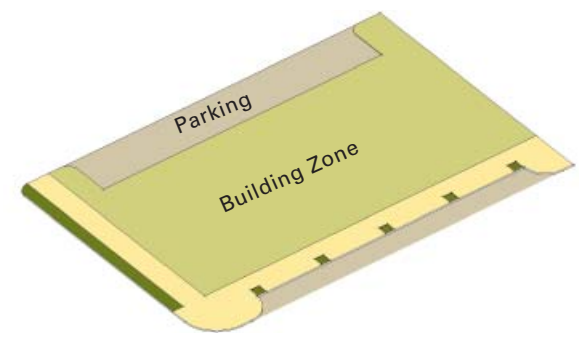
#### Parking & Servicing

- » Locate parking and servicing behind the building when possible, with access by a narrow driveway.
- » Minimize driveway widths to limit interference with sidewalks and pedestrian activity.
- » Screen parking, service areas, and trash receptacles with low walls, decorative planting, and landscaping.

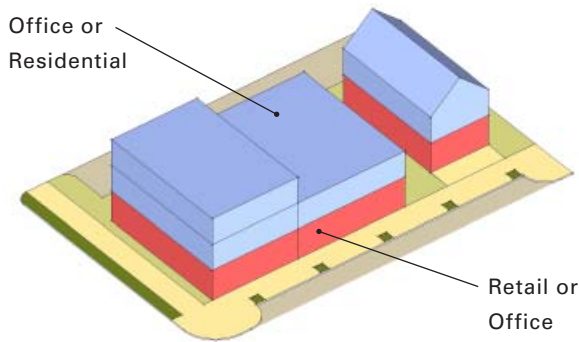
#### Public Realm

- » Maximize the use of public realm as an extension of interior activity.
- » Maintain a minimum five foot clear walkway in the public realm by the placement of outdoor plantings, planting boxes, and flower boxes.
- » Extend the seasonal use of the public realm by using awnings, canvas umbrellas, and heat lamps.

Type 1: Multi-Story, Mixed-Use Building Placement

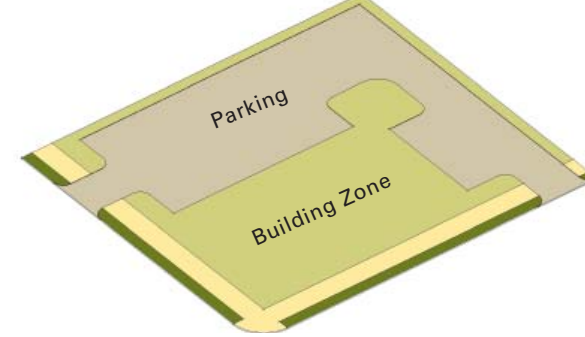


Typical block pattern with parking, when possible, placed at the rear of the lot

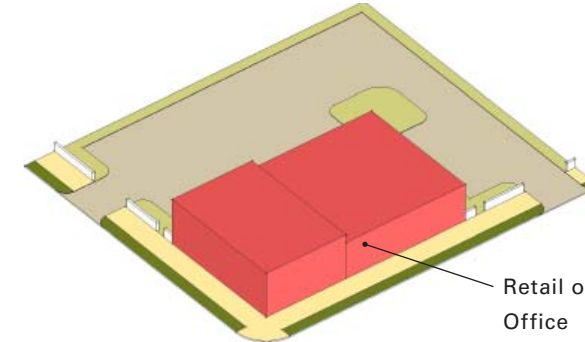


Buildings of two or more stories, with retail or office on the ground floor; Main Street form depicted at corner, Residential form beyond

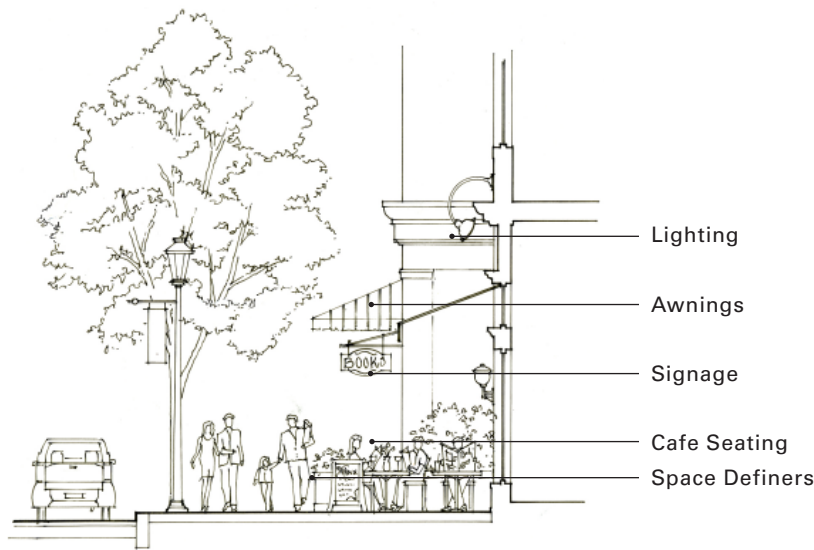
Type 2: One-Story, Single-Use Building Placement



Typical block pattern with parking placed in the rear and/or side of the lot



Building of one-story retail or office use



Elements that define the public realm (sidewalk)





Facade Composition

Historically, buildings were often designed for small lots and were comprised of three- to five-bay elevation compositions and two- to three-stories in height. The same principles apply for new buildings.

- » Compose attractive storefronts with greater than half the ground floor being transparent for commercial forms, and nearly half being transparent in residential forms.
- » Install vertically proportioned windows
- » Cap the facade with a cornice.
- » Introduce windows, doors, or facade breaks (plane change, panel, etc.) frequently, avoiding sizeable portions of blank walls.
- » Compose facades that face a rear parking lot, or are otherwise hidden, as necessary for interior program. These facades need not comply to blank wall or transparency requirements.

Corner Buildings

Compose buildings on corners with articulated facades facing both streets. The primary entrance preferably faces the primary street facade or is located at the corner of the building; however if desired, a secondary entrance can occur on secondary street facade. If the corner site is deemed at an important intersection, accentuate the corner by incorporating several stories, corner tower or other special treatments.

Materials

Facade materials of Phoebus commercial buildings are predominantly brick with brick or stone details. Buildings of a residential heritage are primarily wood siding with wood details. By striving to follow this ethic, new buildings and rehabilitations can be respectful of the historic styles.



MAIN STREET FORM Multi-Story, Mixed-Use



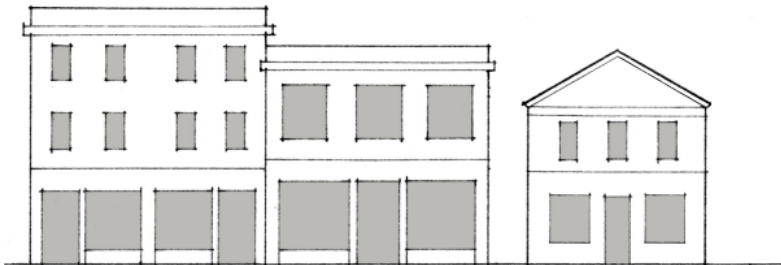
RESIDENTIAL FORM Multi-Story, Mixed-Use



SMALL BOX FORM One Story, Single-Use

Type 1: Multi-Story, Mixed-Use Building Articulation

- » Proportions are square or vertical and horizontally arranged.
- » Bays are commonly symmetrical about the center but not necessarily evenly spaced.
- » Upper floor windows are large single or paired windows; casements or double-hungs are recommended.
- » Ground floors have storefronts with a greater proportion of glass to wall; Residential building form may have opening more commonly associated with a residence (single windows and door).

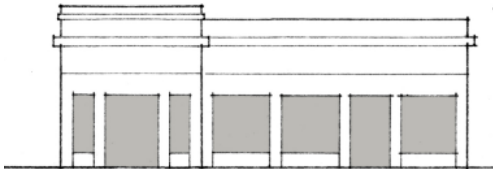


Main Street Form

Residential Form

Type 2: One-Story, Single-Use Building Articulation

- » Proportions are square or vertical and horizontally arranged.
- » Bays are evenly spaced and repetitive, with the entrance or corner bays often projecting.
- » Storefronts with a greater proportion of glass to wall; defined above by a sign panel (approximately at the interior ceiling level)
- » Appearance of additional height given by having a tall upper facade that is composed of panels, stacking cornices and changing materials or colors. Upper facade should be sized to approximately 1/3 of the storefront height.



Small Box Form



MAIN STREET FORM Multi-Story, Mixed-Use



MAIN STREET FORM Multi-Story, Mixed-Use



MAIN STREET FORM One Story, Single-Use



INITIATIVE AREA 3

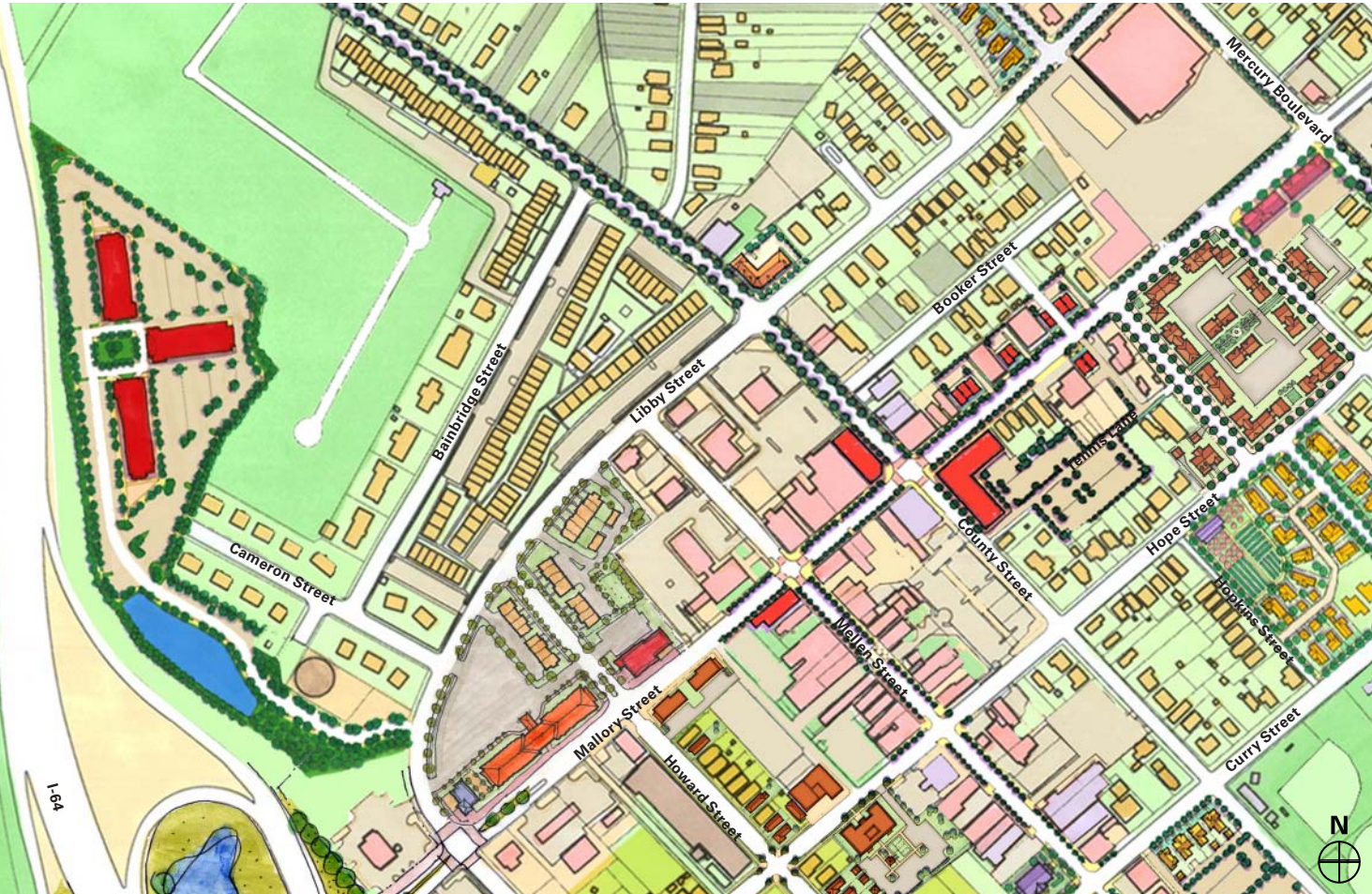
# Mallory Street

Mallory Street is one of the main gateways into the Phoebus community from both the east and west. Approaching from the west, Mallory Street is an exit from Interstate 64, providing direct access to the historic core of the community. To the east, Mallory Street connects to the center of the Buckroe neighborhood at Buckroe Avenue. As such, it is both an important gateway and travel corridor.

Currently, Mallory Street is primarily characterized by commercial development throughout the core of Phoebus. However, there are many underutilized or vacant parcels along its length. Interstate-oriented businesses, such as fast food and service shops, are grouped at its west end while Farm Fresh, the community grocery store, anchors the intersection of Mallory Street and Mercury Boulevard. In the center, Mallory Street intersects with Mellen Street to form what is perhaps the most prominent intersection in Phoebus. The Phoebus branch of the Public Library and an important development parcel are located at its intersection with County Street.

Mallory Street and Mercury Boulevard Commercial Node

According to the commercial market study conducted to inform this planning effort, this intersection is the core of neighborhood-serving retail. This area provides the best location for neighborhood services due to its position and the current presence of retailers like Farm Fresh. Mercury Boulevard connects Fort Monroe to the rest of the City. As such, this intersection is highly-visible and thus a good, marketable location for commercial development.



Illustrative Master Plan



Portrait of existing conditions (half size)



Photos of live/work units





There is an opportunity for more retail development along the south side of Mallory Street. This Plan proposes two- to three-story mixed-use buildings with retail on the ground floor, office space or residences above, and parking behind the structures. This development would reinforce the area from both a land use, as well as an urban form perspective. Buildings should be at least two stories in height and built to create a street wall along the sidewalk to emphasize the town-like feel of the district. Should these parcels be developed with strictly commercial uses, buildings should still be pulled up to a 15–20 foot sidewalk with parking behind buildings.

Continuing westward to the intersection of Mallory and County Streets, there are a number of vacant parcels. These parcels should be developed as live/work units or commercial, at least on the ground floor, to the degree the market allows. As Fort Monroe develops, there will again be a significant reliance on Phoebus for goods and services. Expansion of such uses along Mallory Street is most in keeping with the overall form of the area.

Intersection of Mallory and County Streets

Many visitors to Phoebus access the core of the community through the intersection of Mallory and County Streets. Currently, the Phoebus branch of the Public Library system anchors the corner, shared by a pawnshop, Kearney Park, and a vacant lot at the southeast corner. This lack of development and vibrancy is often the first impression of Phoebus, and this intersection should again take on importance in the community’s future.

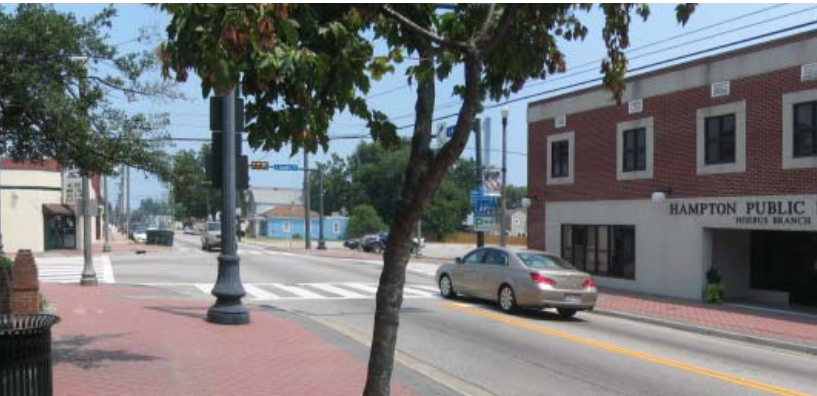
The Old Fuller Hotel once stood at the intersection of Mallory and County Streets. This grand structure was a prominent and important building in the community until it was demolished. This Plan proposes a new mixed-use building be sited at this important corner, in the same positioning and architectural vocabularies as the building that stood there previously. Principles for designing appropriate and responsible commercial buildings have been provided on



Proposed view of the intersection of Mallory and County Streets showcasing the Fuller Hotel site

pages 28 through 30 of this report. In order to make this site marketable and accessible, parking for its uses is proposed along Tennis Lane. The properties along Tennis Lane have long been failing in terms of their influence on the community due to some of the highest rates of code violations and crime in the Phoebus area. Residents of this area should be relocated and parking developed for shared use between occupants of the new Fuller Building and those visiting.

During the 2007 Master Plan process, Kearney Park was often cited by participants as a place of unbecoming behavior, creating a negative image at a key intersection of the neighborhood. Since 2007, the City has made changes to the space to create a more open environment and is working with the neighboring bank on an agreement to manage the property. This arrangement would provide strict over-



Existing view of intersection of Mallory and County Streets



Proposed section of Mallory Street with planted bulb-outs



New development at the intersection of Mallory and County Streets: the new 'Fuller Hotel'



sight of the activity on the property while maintaining the possibility of future development on this important corner. The potential also exists to reuse bricks removed from the site along with the possible relocation of the existing memorials to another park area in the community at some point in the future.

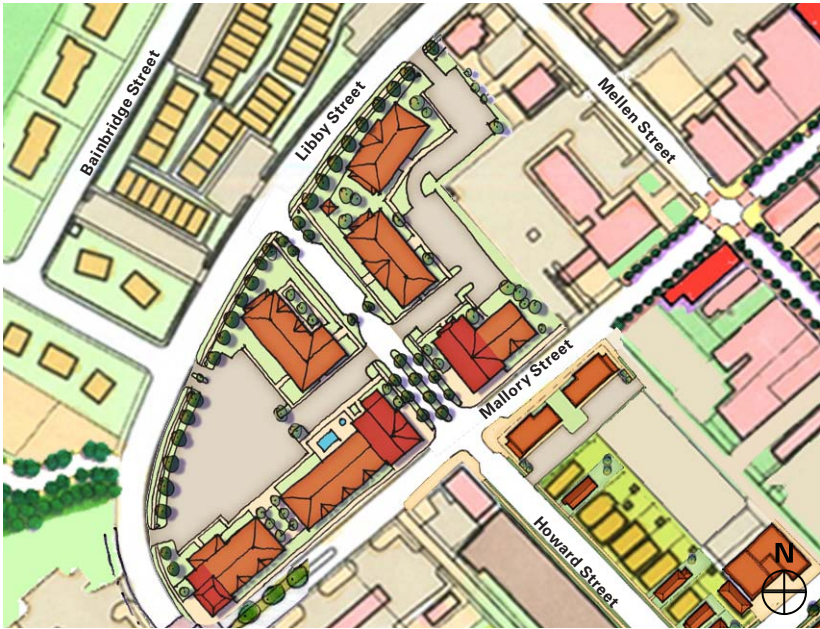
The Maida Site

The now vacant Maida site presents a unique opportunity for extensive new development in the core of Phoebus in a prime community location with direct access to I-64. A first step towards development should be to re-establish Howard Street through the site to divide it into two development blocks fitting the pattern of the rest of the community, and to provide additional addresses and frontage for development.

Due to the block size and location in the community, development on this block can be of a higher density than appropriate in much of the rest of Phoebus, up to a height of 4 stories on the westernmost block fronting Mallory Street. Ultimately, the amount of parking provided will determine to an extent the density of residential units that can be achieved at this site. Whether surface parking or structured parking is used, the parking should be located in the center of the block and not visible from any of the surrounding streets. Buildings should be primarily residential in use, and should contain units that diversify the current housing offerings in the city. Townhomes, stacked townhouses, soft lofts, condominiums, and/or apartment units are all appropriate for this form. Architecture should respect the traditions of Hampton, and should be animated and of a human scale at the street level. Nonresidential ground floor uses along Mallory Street could be active commercial, office, or institutional uses,

with any commercial concentrated at the street intersections.

Two design concepts have been developed to test the realistic capacity of the site. Each studies a unique development program to show the potential for this key site. Concept 1 occupies the site with apartment buildings and some small retail and apartment facilities (main office, business center, exercise room) at intersections. Concept 2 contemplates a mix of uses on the site. The corner of Libby and Mallory is anchored by a visitor's center and is adjacent a hotel. Townhouses front the new street and Libby; and a commercial/retail space faces Mallory.



MAIDA CONCEPT 1 Apartments with ground floor commercial uses at intersections



MAIDA CONCEPT 2 Mixed-use development including a visitor's center, hotel, mixed-use building and townhouses



Imagery for mixed-use buildings



Hotel Development along Interstate 64

Due to its visibility from Interstate 64, hotels were proposed for the undeveloped parcel west Cameron Street and the National Cemetery. The proposal in 2007 included a cluster of three hotels to serve the visitor market associated with visitation of Phoebus, Fort Monroe, Hampton University and special events.

As of 2013, this project has not materialized due to existing market constraints as well as environmental restrictions on the property which were not known in 2007. Identifying a future viable development for this site will require further study. Any development proposed which substantially deviates from the current concept would require the respective owner/developer to seek a rezoning which would allow both staff analysis and community input to assess the appropriateness of any new proposal.



The 2007 development proposal of a hotel campus along I-64



# Railroad Right-Of-Way

When the Chesapeake and Ohio Railroad line running through Phoebus to Fort Monroe was abandoned, it left behind a legacy of industrial uses. Many of these properties are now vacant or underutilized. This swath of abandoned land cuts through the heart of the community and separates the strong residential neighborhoods to the north from the commercial core of Phoebus. This land provides a great opportunity for new development in the heart of Phoebus that will serve to stitch the community together.

### Phoebus Recreation Fields and Adjacent Land

The Phoebus Recreation Association is a true institution in the community. Serving the recreational needs of upwards of 500 families, this group maintains manicured ball fields in a block between County Street and the railroad right-of-way. Three baseball diamonds are shared by the Association’s league and nearby St. Mary Star of the Sea School, which uses the fields for physical education classes.

Due to the popularity of the baseball leagues, there is a need for safe drop-off space and associated parking for both weekly play, as well as special events such as tournaments. This Plan addresses three alternatives for the future of this block. Implementation of any of these alternatives will require a more detailed, future planning effort to include the appropriate stakeholders.

St. Mary Star of the Sea School also owns land in this location that will potentially be developed as more playfields. The area is rife with opportunity. However, the area also possesses some structural problems that further complicate the potential sustainable develop-



Portrait of existing conditions



Illustrative Master Plan



ment of the area into the future. The recreation fields sit on a block that is too long to promote good pedestrian circulation through the neighborhood. There is a missing street connection between Willard Avenue and Curry Street. Regardless of the future land uses, a street or pedestrian passage should be introduced to divide the block. In addition, safe drop-off and parking resources are issues for the Phoebus Recreation Association, and these resources need to be addressed.

One alternative for the block favors individual development of the varying parcels of land. In this scheme, the Phoebus Recreation Association maintains their existing facilities without change. In order to address the long length of the block, the City will introduce a street that will incorporate head-in parking into its design to address some of the additional parking needs in the area. The St. Mary Star of the Sea School parcel would be left as is, and could be developed as the school sees fit. This option achieves an optimum future for the area without a need for any land swap or sharing arrangements.

A second alternative favors collaboration in the redevelopment of the area. In this scheme, a shared arrangement of amenities and ownership or swapping of land would be necessitated to implement the vision. As with the first development alternative, a street is introduced and increased parking is provided on the Phoebus Recreation Association block. Also, a new athletic field is created on the St. Mary Star of the Sea School property. In addition, new residential units could line the new street, providing a safe environment for the new recreation amenities. The addition of new residential opportunities may be an incentive for a collaborative development approach.

A third option takes the approach of expanding the Phoebus Recreation Association ballfield complex by adding a fourth baseball diamond, while still providing parking and the St. Mary Star of the Sea School playing field. In this option the City would partner with the Recreation Association to assist in maintenance and upgrade of the existing facility while also building the new field, improving this longstanding asset to the Phoebus community. St. Mary Star of the



Aerial view of new public parking street



Aerial view of collaborative plan



Plan view of new public parking street



Plan view of collaborative development plan



Sea School is compensated for their land in this option through the City assembling an area near the waterfront that could provide the School with additional recreation space close to their buildings.

New Residential Development

There is an important need in the Phoebus community for new housing stock to expand its current residential offerings and to attract new residents. Single-family houses are of appropriate density for the area.

In addition to new residences along the new street address, there is an opportunity for co-op housing on the parcel where the old swimming pool was once located. This area will provide some condominium units, potentially for artists, along with a dedicated open space for a community garden. In addition, this Plan recommends re-examining Hopkins Street to improve it as a safe, pedestrian-friendly connection through the neighborhood. Sidewalks, street lighting, and landscaping should be provided.

As residential development inches toward Mallory Street, more dense building types can be supported, in the form of townhouses or stacked townhouses (two units per building, one on top of the other). Mallory Street is a main street for the community and this area can be developed with building types of a slightly larger scale than the existing neighborhoods to its south. As always, the pattern in Phoebus should maintain residential units facing all streets, with small yards and continuous public sidewalks around the blocks. Parking should be handled from alleys or parking lots located in the rear of buildings, or in rare cases on the sides, and should be masked and landscaped to ensure a continuous, pedestrian-friendly residential street environment.



Aerial view of expanded fields



Plan view of expanded fields



Current view within the abandoned railroad right-of-way looking northwest



Proposed view of Phoebus southeast from Mallory Street and Mercury Boulevard with new street and new residential development



# Enhanced Gateways

Phoebus has the great honor of becoming a gateway community to the Fort Monroe National Monument. This new association will drive many more visitors to and through Phoebus on a yearly basis than ever before. Great opportunities await the community because of this making a strong first impressions at gateways all the more important. These gateways should not just direct visitors to Fort Monroe but should make them stop and spend time in Phoebus.

Six gateways have been identified along the various corridors as depicted in the diagram to the right. Each gateway should have the following attributes:

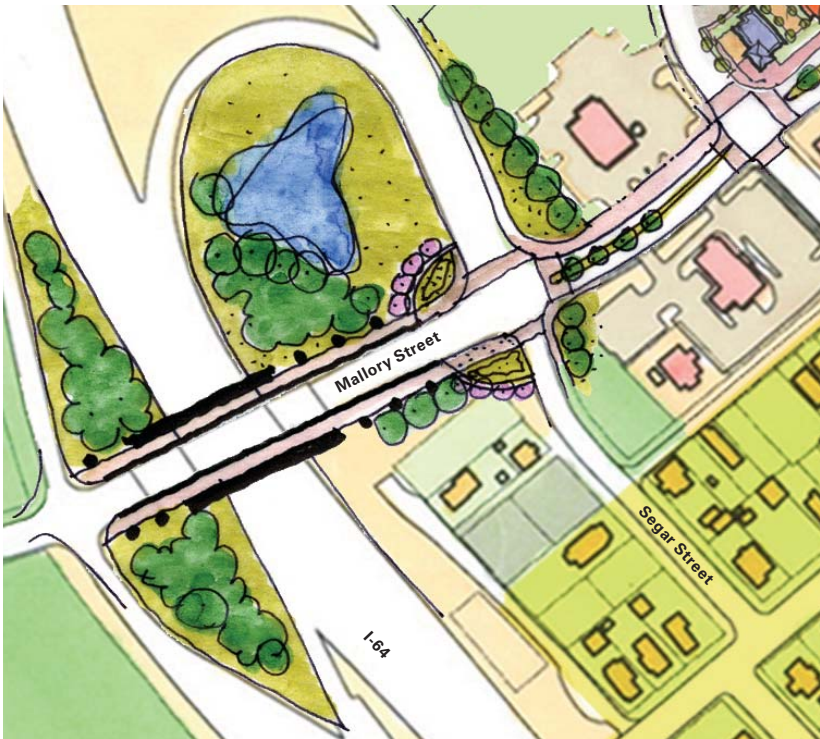
- » Uniquely Phoebus design and feel
- » Appealing, well maintained landscapes, streetscapes and bridges-capes
- » Appropriate signage for wayfinding, identification and promotion
- » Properly lit corridors and landscape areas
- » Intriguing public art
- » Functional partnerships for design, funding and maintenance (community groups, schools, institutions)
- » Phaseable approach leading to a grand vision

The northern-most gateway of Mercury and Woodland is in the process of being transformed through private development projects. These new buildings will put a fresh face on the gateway as visitors enter from these corridors. A final step would be to incorporate way-

finding signage and streetscape improvements in this location. Similar treatment should be considered at the Mercury and Mallory intersection. Design concepts for the other gateways can be found on this and the following page. These are presented as visions for the near to mid term with the anticipation that long term goals may include redefining or rebuilding of these gateways.

The County Street and Mallory Street gateways coming from I-64 are primarily landscape and signage initiatives. The Mugler and Mercury Bridges are essential physical connections but required improvements present challenges and costs. Design concepts here include better pedestrian and bicycle connections and pedestrian lighting with banners.

Specific enhancements to the two bridge approaches warrant more discussion and design effort than is warranted in this master plan. Dialogue should include not only community stakeholders but representation from the Fort Monroe Authority and the National Park Service. Examples of existing bridge design and treatments which enhance one’s experience should be explored as part of future design efforts. Given the potential large expense of bridge alterations and the realities of current municipal expenses, a phased approach to any improvements should be identified that would allow some enhancements to be funded in manageable pieces.



MALLORY STREET GATEWAY Mallory Street improvements include landscape, signage and art installation on the I-64 bridge

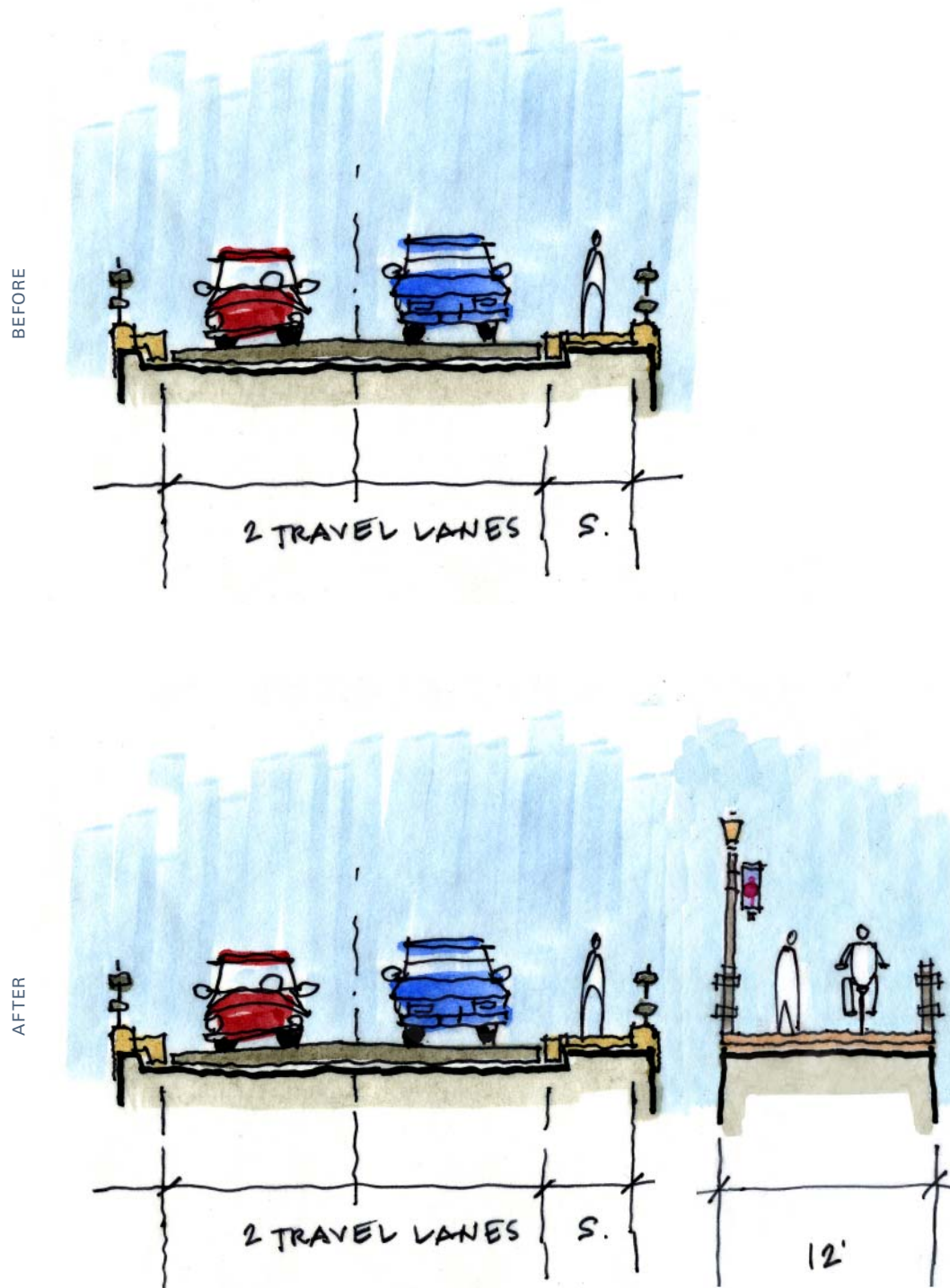


COUNTY STREET GATEWAY County Street improvements include landscape, signage, and new development

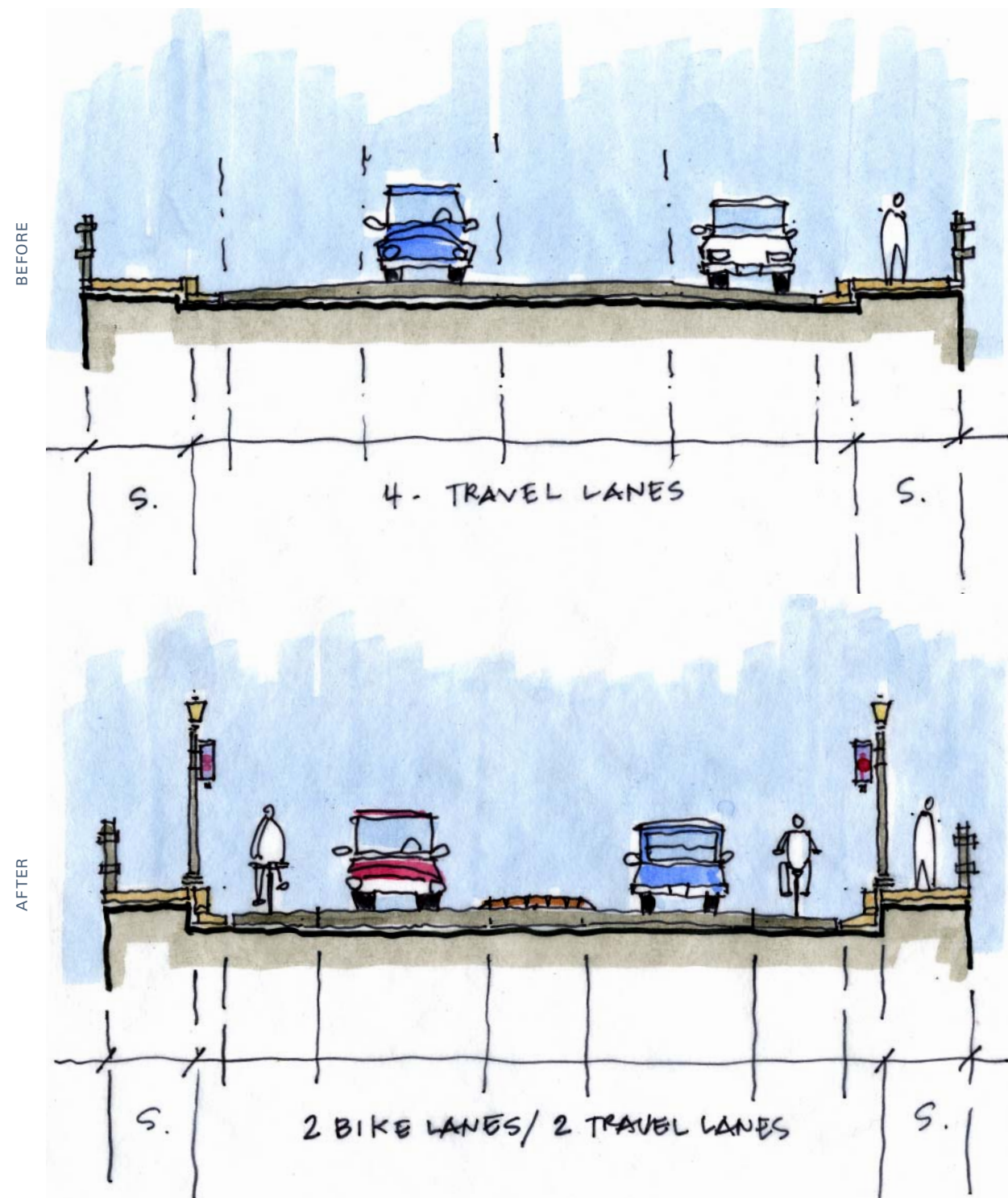


ENHANCED GATEWAYS





**MUGLER BRIDGE GATEWAY** Mugler Bridge is narrow and unsafe for pedestrians and bicyclists. The proposed intervention includes a new, separate structure to the north of the existing bridge for a multi-use path along with new pedestrian scale lighting with banners.



**MERCURY BRIDGE GATEWAY** The Mercury Bridge's four lane configuration is under utilized and can be restriped for bicycle lanes. Sidewalks can be improved by adding new pedestrian scale lighting with banners.



HRHA Development On Woodland Road

The Hampton Redevelopment and Housing Authority (HRHA) seeks to expand its housing stock of affordable options for community residents through the revitalization and redevelopment of infill sites throughout the City of Hampton. Along Woodland Road, the HRHA has begun to develop approximately 33 units with a mix of building types as prescribed in the 2007 Master Plan.

In order to create a residential address in this area, a street was laid out perpendicular to Woodland Road, connecting to Old Point Avenue south of the site. By capturing both sides of the street for development, the HRHA can create a ‘whole’ place while tying this place into the street grid surrounding it.

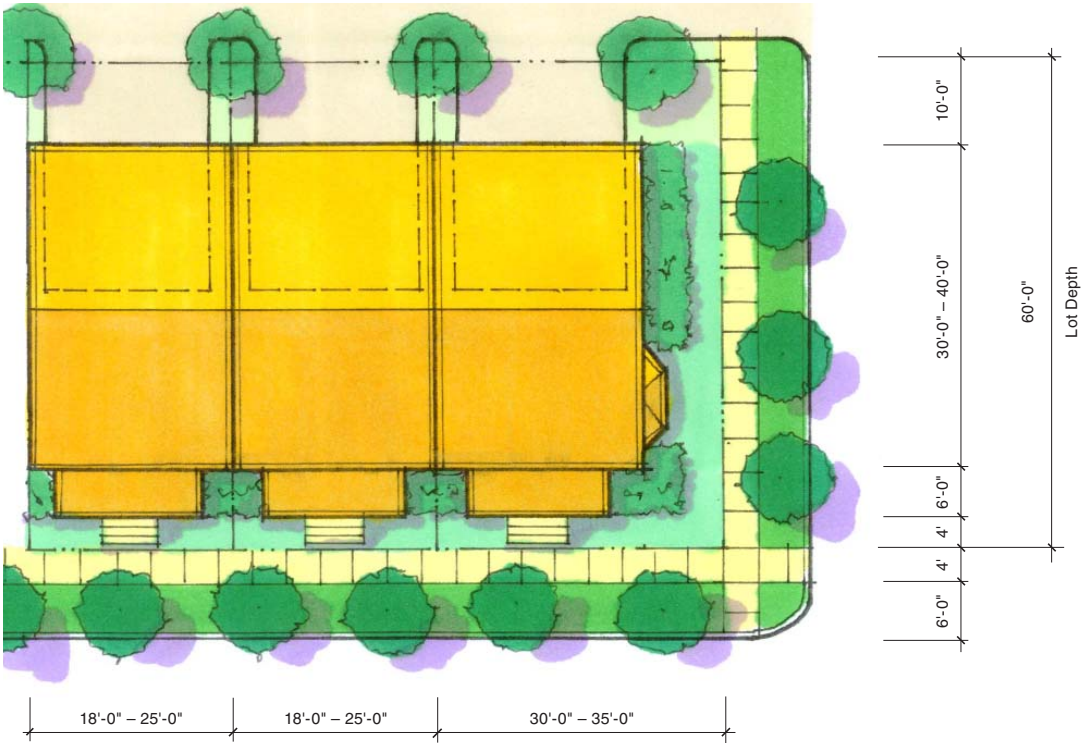
This design scheme provides 25 single-family townhouse units, 8 detached single-family houses (for a total of 33 units), as well as a community center. The townhouses, community center, and new street were recently built as a first phase. The single-family facing Old Point Avenue and Woodland Road are anticipated as a near-term second phase.



Portrait of existing conditions



Illustrative Master Plan



Townhouse lot diagram



# Housing Strategies

South Phoebus and North Phoebus are two neighborhoods in need of sensitive infill development and street improvements. The Master Plan has a series of recommendations for strengthening these important neighborhoods by utilizing a number of incentives and City programs to encourage investment in properties and infrastructure. As an illustration project for residential redevelopment potential, steps should be taken to pull together the benefits of several existing projects and programs. These include the Curb Appeal program, HRHA new construction projects and sustainable streetscape improvements pilot project.

### Illustrative Project

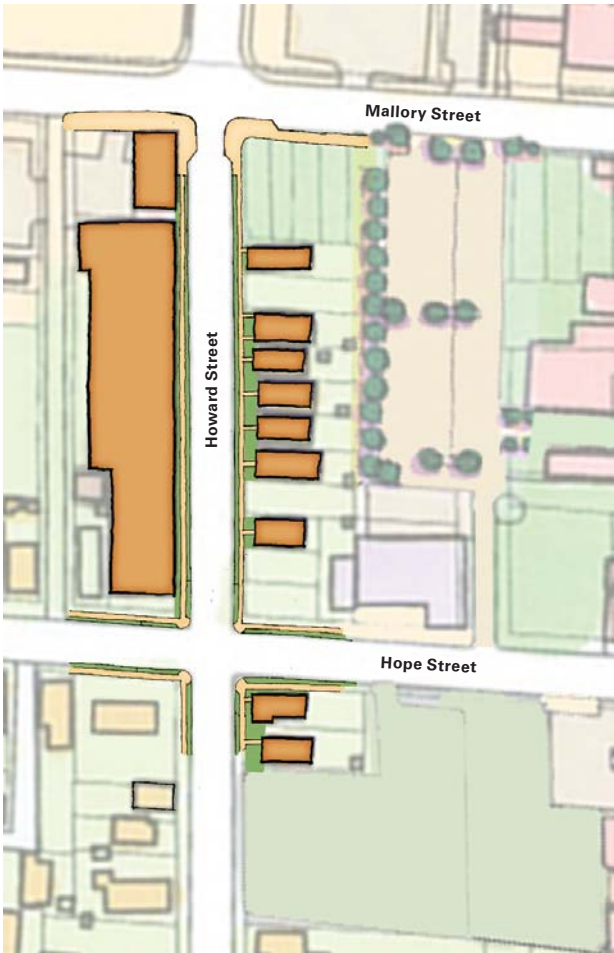
As a first illustration project, the team studied Howard Street south of Mallory because of the potential offered by vacant properties, city-owned land and the adjacency to Mellen. A phased approach would begin with the programs already in place: Curb Appeal and the HRHA new construction project. Investment by the Maida Development Company in their building's facade and landscape is also recommended. This near term phase of development would create a more consistent street in a location that can benefit from the activity of Mellen Street. The long term phase would focus on developing city-owned properties into commercial and residential uses. Additionally, if the City builds a new fire station in a more ideal location for their fire division's purposes, the historic fire station could become an attractive mixed-use or cultural building. This phase would complete the effort to combine strengths and establish a new node of residential offerings within Phoebus.



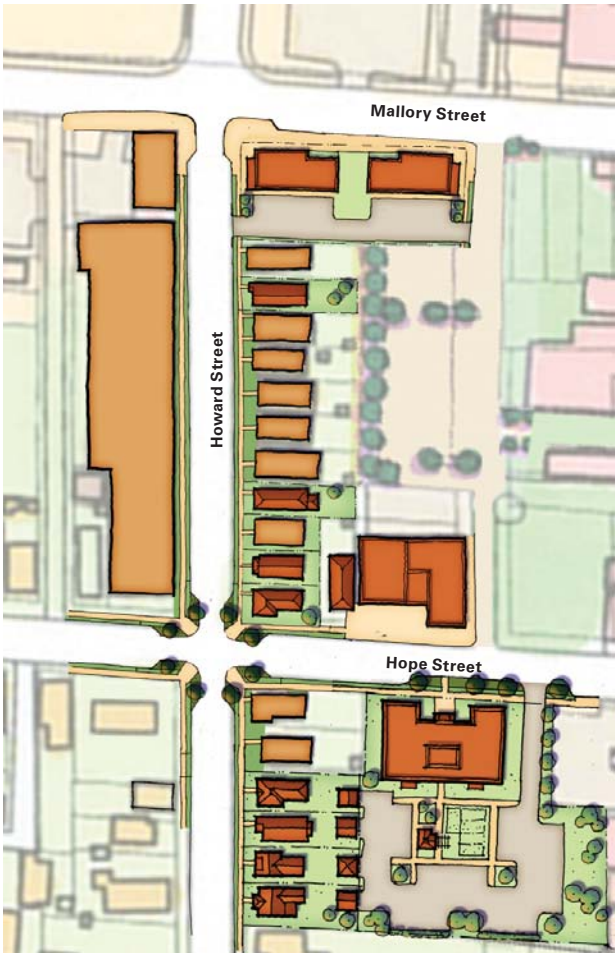
EXISTING CONDITIONS



LONG-TERM VISION



NEAR TERM PHASE Single-family infill and improvements to Maida building.



LONG TERM PHASE Single-family infill, apartment building, commercial uses on Mallory Street, and a repurposed fire station



# Housing Strategies: South Phoebus

Due to the age of most of the homes and the role it played in the development of Fort Monroe, South Phoebus is one of the City of Hampton’s most historic residential areas. As such, future redevelopment efforts and investment in this area should focus on continuation of historic architectural patterns and forms to maintain a cohesive environment. This neighborhood is listed on the State and National Register of Historic Places and efforts should be dedicated to the area to support such a prestigious honor.

State and federal historic district status provides tax incentives for renovation and restoration projects of existing residential and commercial buildings. To qualify for these tax benefits the renovations must be consistent with the historic character of Phoebus. The City’s Department of Community Development can be contacted for information on these programs.



Images of the South Phoebus neighborhood

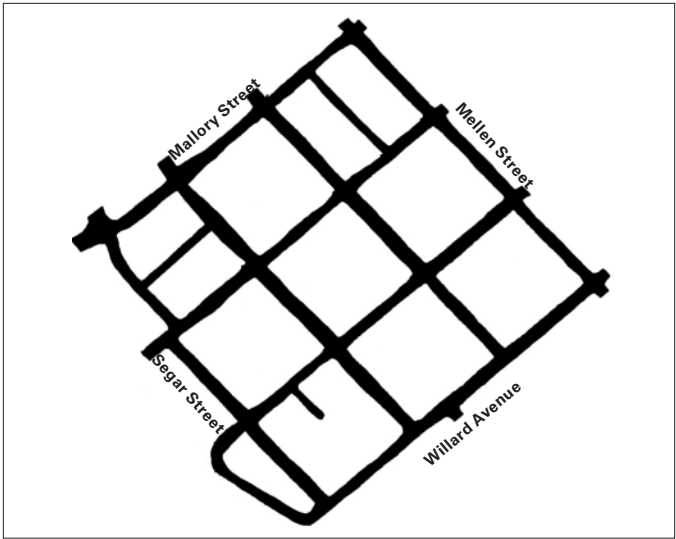


The South Phoebus neighborhood

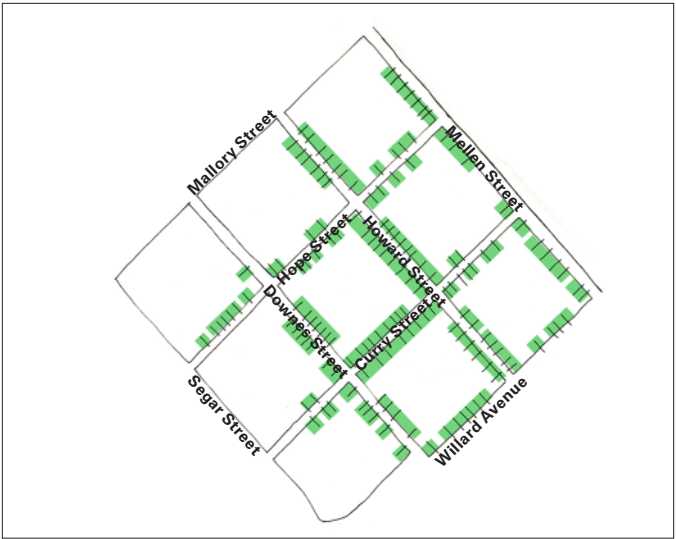


The urban structure of South Phoebus is a nine square grid, likely linked to its early roots as an encampment adjacent to Fort Monroe during the Civil War. Despite some disinvestment and vacant lots, the historic patterns can still be read from the remaining structures. The diagrams at right explain the urban form of the neighborhood and how future efforts should be directed to support these patterns. Despite their historic integrity, these square blocks provide challenges for practical, modern layout. Lots are oriented toward all streets and often a residual, unclaimed area is left at the core of the block. The best case includes this area in one of the plotted lots, but if not, consideration should be given so it does not become a nuisance area.

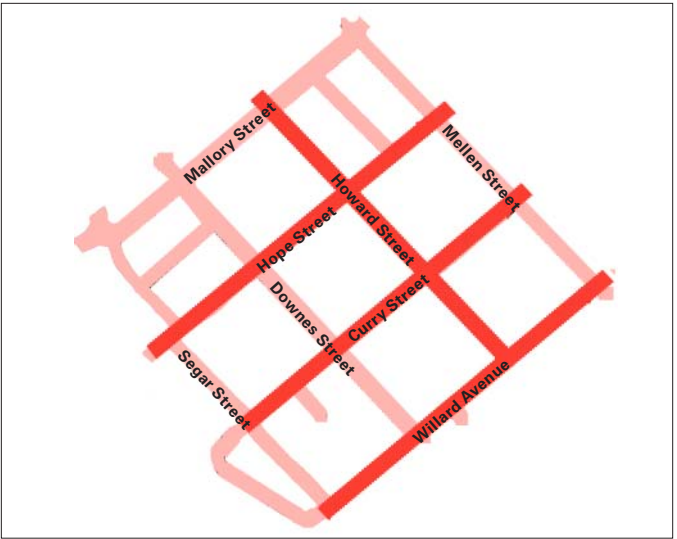
Two main street types were surveyed throughout the neighborhood, called out as primary and secondary streets. Proposed street improvements are described on this page. In order of importance, good, urban streets should have continuous sidewalks in a safe condition. Next, when pavement dimension allows, on-street parking should be introduced and encouraged for the use of residents and visitors alike. Street trees are valuable parts of neighborhood infrastructure because they provide shade as well as aid in traffic calming on neighborhood streets.



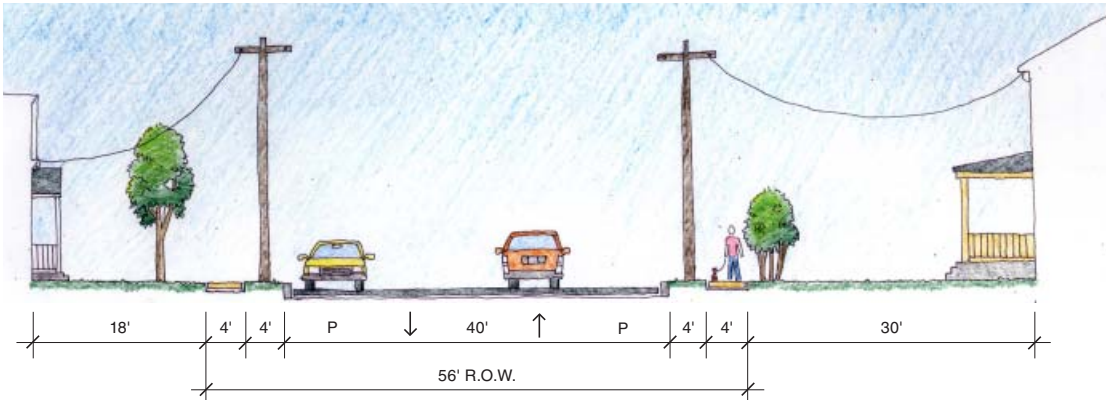
EXISTING STREET NETWORK OF SOUTH PHOEBUS The historic nine-block grid remains intact



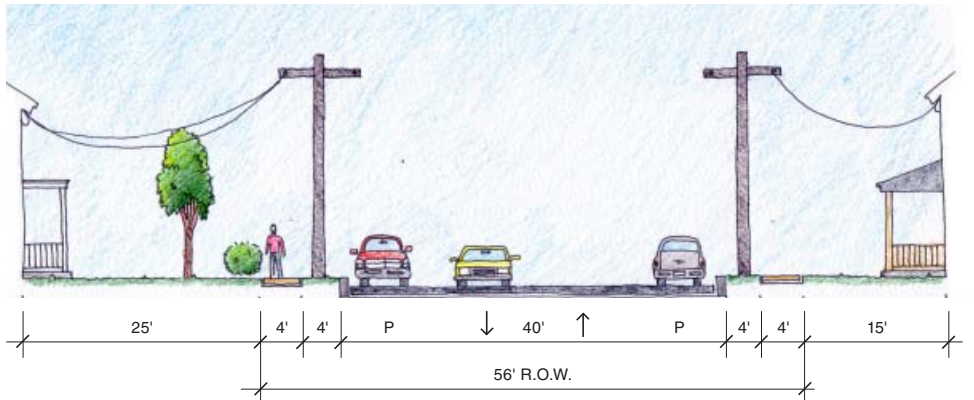
FRONTAGES The orientation of front doors indicates primary and secondary streets



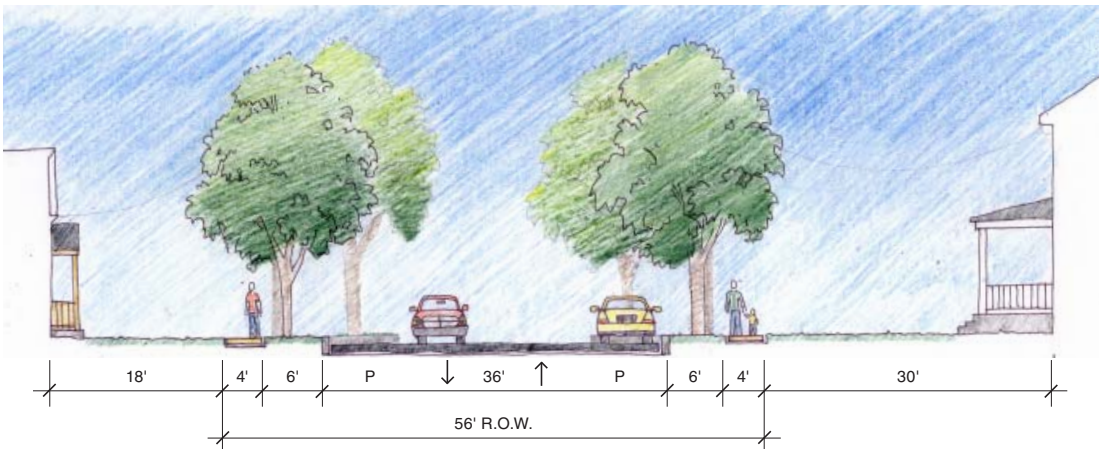
PRIMARY AND SECONDARY STREETS Primary streets are shown in red and secondary streets are shown in pink



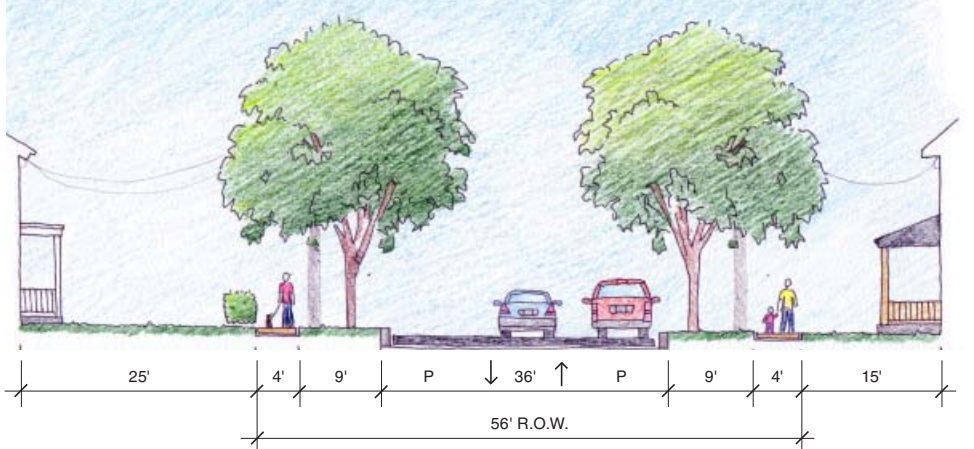
Existing primary streets



Existing secondary streets



Proposed primary streets



Proposed secondary streets



Residential infill throughout South Phoebus is very important for the vitality and sustainability of the neighborhood. Vacant lots present gaps in street frontage that pose psychological impediments to creating pedestrian-friendly, safe environments. Infill housing strategies and incentives should be utilized to encourage new housing in the neighborhood. New housing will indicate to the market that people want to live in this part of Phoebus, and property values tend to increase for new and renovated houses in such environments. Therefore, all houses come together to improve the overall health of the greater neighborhood.

#### Houses

- » House additions and renovations should respect historic architectural patterns.

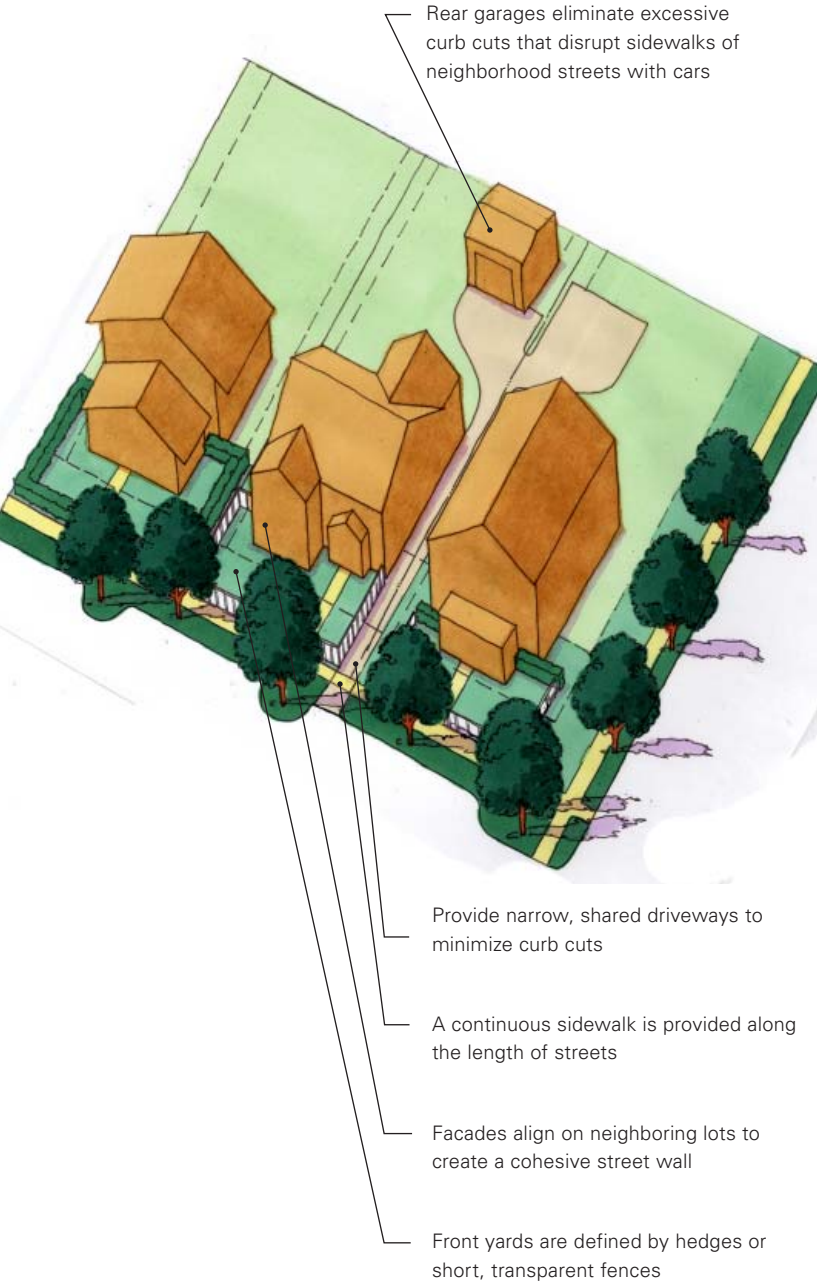
#### Front Yards

- » Walks should lead from the public sidewalk to the front of the house.
- » Grasses and plantings should be well maintained.

#### Driveways and Garages

- » Parking should be handled discreetly, either between units, off rear alleys, or on-street.
- » Parking pads in the front yard are not permitted

View of infill lot layouts



Existing street elevation with vacant lots



Proposed street elevation with infill houses based on historic patterns



A historic Phoebus house



Infill that does not reflect neighborhood character

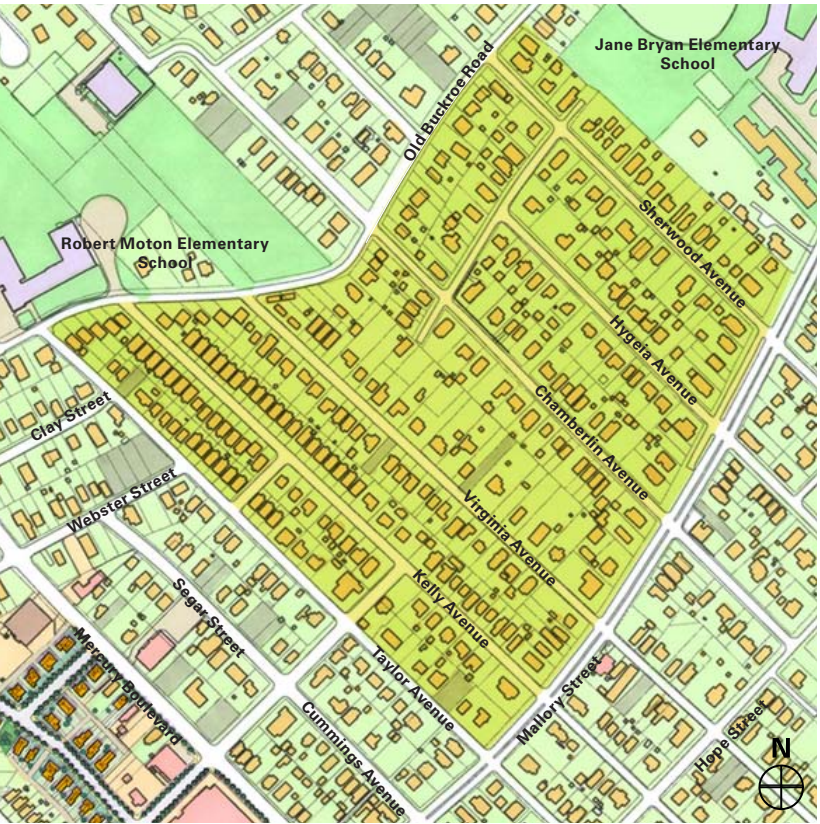


# Housing Strategies: North Phoebus

North Phoebus, generally considered in this document to be the area between Jane Bryan Elementary School and Taylor Avenue, Old Buckroe Road and Mallory Street, consists of long runs of streets with connectivity biased in the northwest/southeast direction. Future redevelopment efforts and investments in this area should focus on strengthening connections within the neighborhood. Also, improvement of the public street environment and sensitive transformations or additions to the generally non-historic housing stock will root new housing investment in the historic architectural styles of Phoebus. Homes in this area may qualify for financial and design assistance from the City of Hampton through various programs offered through the Hampton Redevelopment and Housing Authority.



Images of the North Phoebus neighborhood



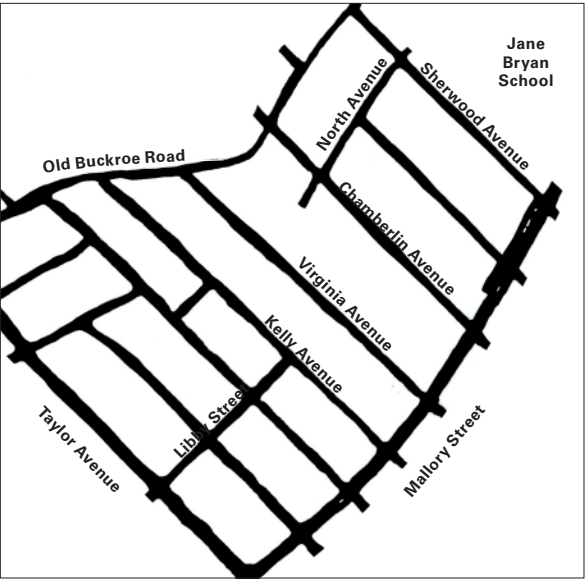
The North Phoebus neighborhood



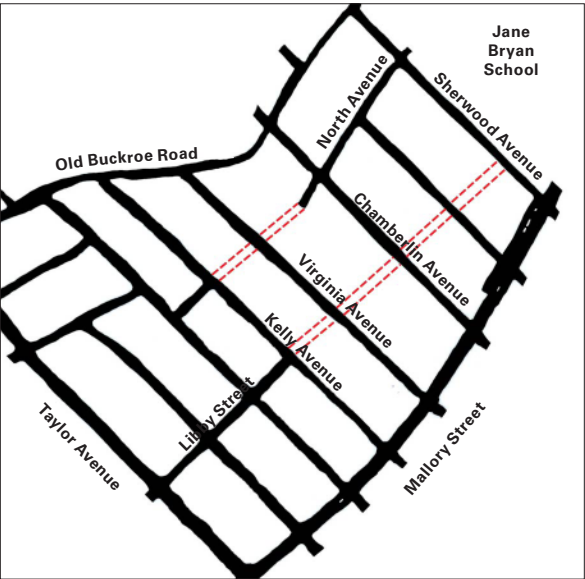
The urban structure of this area is challenged due to the lack of internal neighborhood connections between Taylor Avenue and Jane Bryan School. Currently, neighborhood pedestrian circulation is forced onto Old Buckroe Road and Mallory Street, which are heavily-trafficked arterials. Thought should be given to making more internal connections through the neighborhood, be they streets or well-defined pedestrian passages. One strategy is to attempt to link vacant or underutilized lots as they come up for sale to make these important connections over the long term.

Virginia Avenue is a typical street in this area of Phoebus. It is lacking in public amenities, such as sidewalks or paths, and pedestrians are forced to walk in the streets or on private yards, neither of which are good conditions. As such, a collaborative attempt should be made between public and private entities to expand the public rights-of-way with a 5-foot landscape easement on private lots in order to provide room for both sidewalks and on-street parking.

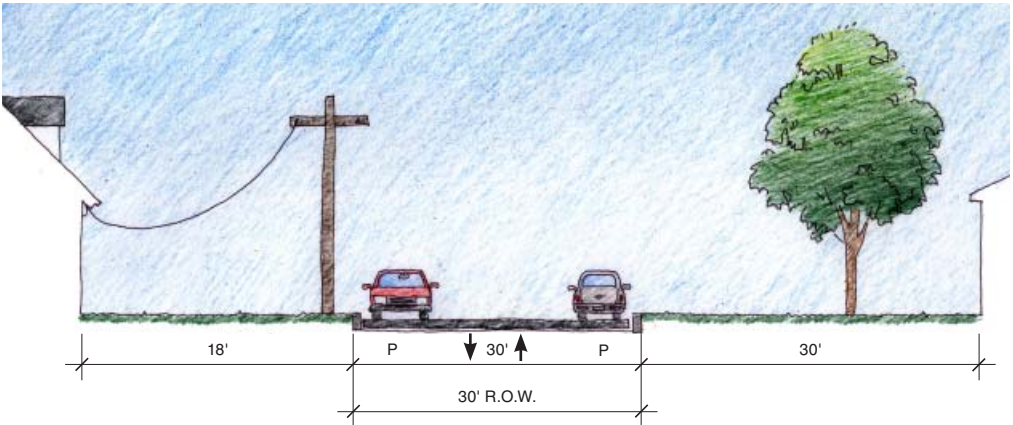
In order of importance, good, urban streets should have continuous sidewalks in a safe condition. Next, when pavement dimension allows, on-street parking should be introduced and encouraged for the use of residents and visitors alike. Street trees are valuable parts of neighborhood infrastructure as well. They provide shade as well as aid in traffic calming on neighborhood streets.



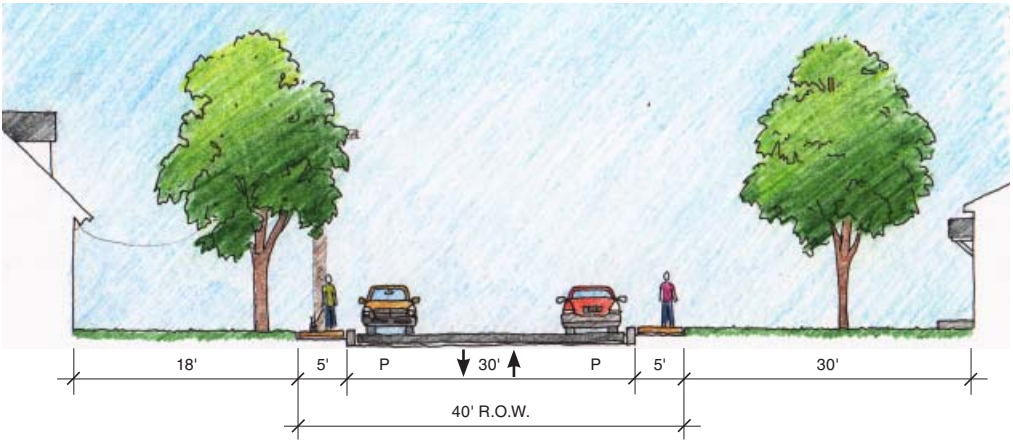
**EXISTING STREET GRID OF NORTH PHOEBUS**  
The network of streets are discontinuous and force neighborhood connections for pedestrians onto Mallory Street and Old Buckroe Road, busy arterials.



**PROPOSED STREET GRID OF NORTH PHOEBUS**  
By connecting North Avenue and Libby Street to the northeast, the missing neighborhood street network can be reconnected over time, and connect to Jane Bryan Elementary School more directly.



(LEFT) Existing conditions on Virginia Avenue: There are no sidewalks or street trees to define public space



(LEFT) Proposed conditions on Virginia Avenue: Sidewalks are added and planting of street trees adjacent to the sidewalk in a landscape easement is recommended



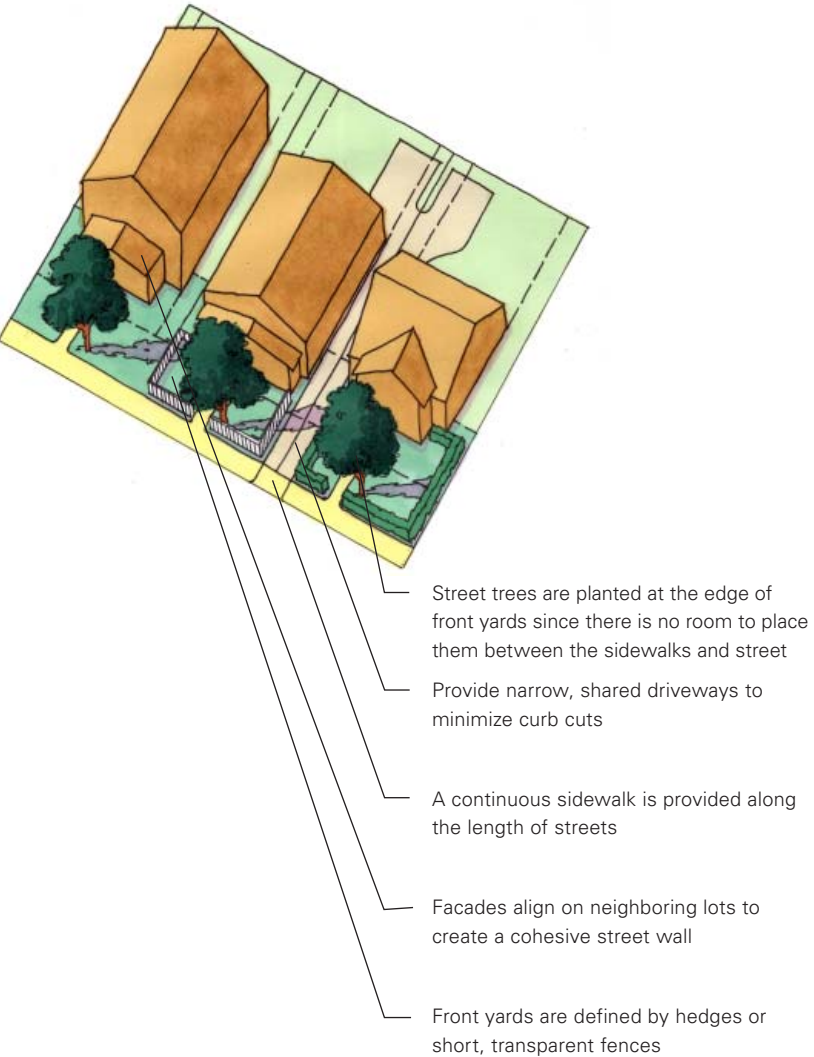
There are very few infill opportunities in North Phoebus. In contrast to South Phoebus, housing efforts in this area should be focused on sensitive, architecturally-contextual renovations and transformations of existing housing. Many houses in this area are rather small for the growing needs of families and physical additions can aid in retaining families in Phoebus.

In this neighborhood, a collaborative effort has already been accomplished between the HRHA and City to renovate a house through use of grant monies. In the transformation shown on this page, the house increased in value by approximately \$50,000 with \$25,000 in funding. This project supports the conclusion that renovation and transformation of existing homes will indicate that North Phoebus is a desirable address, and that property values tend to increase for new and renovated houses in such environments. Thus all houses come together to improve the overall health of the greater neighborhood.

**Neighborhood Strategies Expansion Areas**  
The Fulton/Frissell Neighborhood, identified roughly as an area bounded by Woodland Road, County Street, Libby Street, Mercury Boulevard, and Old Buckroe Road, will be included as an expansion area of the Neighborhood Strategies Initiative. This area is at a strategically important part of Phoebus with good interstate access, adjacent to the Woodland’s Golf Course, and framed by two of the primary gateways into Phoebus. The neighborhood itself is characterized by a number of long narrow lots on a relatively disconnected street network. With the prominence of its location, the neighborhood could potentially support a greater number of homes and a greater diversity of residential buildings and home values. Late in the Phoebus Master Planning Process a meeting was held with

residents of the neighborhood and an interest was expressed by those at the meeting to see a similar neighborhood strategy analysis as had been conducted for the South and North Phoebus areas. City staff will also investigate whether there are any other potential areas within the Phoebus Master Plan study area that would benefit from more specific recommendations through a focused neighborhood strategy.

View of infill lot layouts



Good example of parking



Parking that could be improved

**RESIDENTIAL PARKING** Parking should be handled in a discreet manner, between units or off back alleys whenever possible. Garages should be located behind houses, not flush with the facade. Parking in the front yard is not permitted.



Good porch



A porch that could be improved

**PORCHES** Porches should be usable spaces that celebrate the entries to houses.



View of Taylor Avenue house after the use of grants and funding to transform the facade and make general improvements



View of Taylor Avenue house before facade renovation



# Implementation

THE PHOEBUS MASTER PLAN, originally adopted by Hampton City Council in August 2007 and updated by Council in March 2013, is the official policy of the City for the area covered by the plan. Adoption of the plan is an amendment to the Hampton Community Plan (2006 as amended), and it is part of the City's effort to meet the Code of Virginia requirement for all localities to adopt and maintain up to date plans to guide the future development of the community. Master plans, such as this plan for Phoebus, provide a more detailed and specific level of policy guidance for strategic areas of the city which is consistent with the more general guidance provided in the Hampton Community Plan.

Implementation of adopted plans is accomplished by a variety of both public and private sector activities. Many of these activities are directly related to the use and development of land and buildings as well as the installation and improvement of infrastructure such as roads and utilities. The master plan provides information and serves as a guide for current residents, property and business owners and individuals and businesses that are considering a new investment in the community. The adopted plan also serves as a guide for a number of City actions, including: amendments to codes and ordinances, consideration of requests for changes in zoning, disposition of City-owned property and establishing operating and capital budget priorities.

An initial outline of implementation actions was prepared and presented to the Planning Commission and City Council at the time of the 2013 master plan update. This outline identifies specific short term actions to advance the vision and goals of the plan and build momentum toward additional actions to be undertaken in the future. To ensure ongoing implementation of the master plan, the outline will be updated periodically as actions are completed and new resources and community partners are identified.